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CEYLON.



SESSIONAL PAPER XIV.—1939.

Report of the Retrenchment Commission

Part I.

Organization and Cadre of Public Departments

JULY, 1939.

Ordered by His Excellency the Governor to be printed.

PRINTED AT THE CEYLON GOVERNMENT PRESS, COLOMBO.

To be purchased at the GOVERNMENT RECORD OFFICE, COLOMBO; price Rs. 4.80.

1939.

"Copy" received : July 20, 1939.

Proof sent : July 22, 1939.

Proof returned : July 24, 1939.

Published : July 25, 1939.

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COMMISSION.

By His Excellency Sir ANDREW CALDECOTT, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Commander of the Most Excellent Order of the British Empire, Governor and Commander-in-Chief in and over the Island of Ceylon with the Territories and Dependencies thereof.



A. CALDECOTT.

To OLIVER ERNEST GOONETILLEKE, Esquire, and
CHARLES ERNEST JONES, Esquire.

GREETING.

WHEREAS I have deemed it necessary to issue a Commission to inquire into and report upon the matters hereinafter mentioned upon which information in my opinion is necessary and it is expedient that the Commission so appointed should have the power to hear evidence with a view to such inquiry and report:

Now Know Ye that I, ANDREW CALDECOTT, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Commander of the Most Excellent Order of the British Empire, Governor and Commander-in-Chief in and over the Island of Ceylon with the Territories and Dependencies thereof, reposing great trust and confidence in your prudence, ability and fidelity, have, in pursuance of the powers vested in me by Ordinance No. 9 of 1872 and by Article 93 of the Ceylon (State Council) Order in Council, 1931, and by virtue of all other powers hereto enabling me, do by these presents nominate, constitute, and appoint you the said OLIVER ERNEST GOONETILLEKE (Chairman), and CHARLES ERNEST JONES, to be my Commissioners for the purpose of inquiring into the following matters, that is to say—

To investigate and report on the possibility of reducing public expenditure by changes in the organization, operative methods, staffing, cadre and salary standards of public departments.

And I do further hereby authorize and empower you to make all necessary inquiries in the said matter and to transmit to me before the thirty-first day of July, 1939, your report upon the matters referred to you as aforesaid.

And I do hereby request and require all public officers and other persons to whom you may apply for such information as may properly be given to assist you in your inquiries.

Given at Colombo under the seal of this Island, the first day of August, 1938.

By His Excellency's command,
E. R. SUDBURY,
Secretary to the Governor.

REPORT OF THE RETRENCHMENT COMMISSION.

YOUR EXCELLENCY,

We were appointed a Commission by Your Excellency on August 1, 1938, with the following terms of reference :—

“ To investigate and report on the possibility of reducing public expenditure by changes in the organization, operative methods, staffing, cadre and salary standards of public departments.”

In the interview which Your Excellency granted to the Commission on August 8, 1938, it was agreed that Interim Reports intended to facilitate administrative action on our proposals would be furnished as our inquiries proceeded. In pursuance of this arrangement, we have submitted eight Interim Reports. This Report is a complete statement of our recommendations in regard to the organization and cadre of Public Departments.

CHAPTER I.

INTRODUCTORY.

1. The Leader of the State Council, Sir Baron Jayatilaka, when introducing the 1938-39 Budget stated as follows :—

“ Now that this Commission has been appointed, it appears necessary to indicate that certain increases to staff and improvement of salary scales which appear in the 1938-39 Estimates must be regarded as provisional, and the question of making them effective will be deferred until after the Retrenchment Commission has made its report on the Departments affected.”

The Financial Secretary in bringing this pronouncement to the notice of all Departments directed that, except for special reasons other than pressure of current work and in such cases with Treasury authority, the new posts for which provision appeared in the Estimates should not be filled and improvements in salaries should not be given effect to until we had reported on the Departments concerned. Several questions relating to appointments, cadre, personnel, &c., were accordingly referred to us and on these we tendered our advice direct to the Treasury. In response to a wish expressed by the Financial Secretary that the Treasury relations with the Commission should be close without becoming too informal, we made ourselves available to the Deputy Financial Secretary for frequent personal consultations in regard to these and other matters. We desire to thank the Financial Secretary for various suggestions in regard to the whole subject of our inquiry.

2. We are deeply indebted to Your Excellency for the Treasury Circular, No. 236 of July 23, 1938, which called on the Heads of Departments to make a comprehensive review of the methods, staffing and cadre and to prepare economy programmes in respect of their Departments for our help and guidance. The response to the Circular was most heartening. It showed that Heads of Departments realized that the Commission was there principally to guide and assist them in their work and to help them to re-construct their Departments on the most economic and efficient lines and not to criticize them. The Retrenchment Commission of 1922 found it necessary to state in their Report (Sessional Paper III—1923—paragraph 20) :—

“ In our discussions with public officers regarding the possibility of a reduction of staff, we noticed a reluctance to admit such a possibility, probably on the grounds that such an admission would be construed as an admission that they had been guilty of countenancing waste of money by the employment of what they knew to be unnecessary staff, or that they knew so little of their business that what was apparent to us had escaped them. This is, perhaps, a natural feeling, for which allowance must be made, and we are quite conscious of the special difficulties confronting a single Commission, to which has

been assigned the task of reviewing the expenditure of a whole Public Service We are confident, too, that if economy of staff becomes the watchword of the Government, and Heads of Departments and other superior officers of Government can be induced to attune their minds to this urgent necessity, much greater results will be achieved than any which the suggestions of a Commission will ever make possible. *As it is, we have had scarcely a single suggestion from any Head of a Department for making possible a reduction of expenditure on staff, and we believe that this is due to the fact that individual departments, from causes for which they are in no way responsible, work in an atmosphere of complete detachment for considerations affecting the general financial state of the Colony.*"

We noted an entirely different attitude of mind. We have received most valuable suggestions and advice from the Heads of Departments. In some cases our work has been much simplified by the care and thoroughness with which Heads of Departments have gone over the ground of inquiry.

3. We also had the assistance of several units which investigated in detail the staff and procedure of the various Departments and collected the data necessary for the examination of the economy proposals of the Departments as well as the measures suggested by the Commissioners. When facts were disputed they worked in collaboration with officers nominated by the Departments concerned in order to arrive at an agreement. These officers were given every facility by the Heads of Departments. Without this co-operation an inquiry such as ours could have achieved very little.

4. As a preliminary to our inquiry we interviewed the Heads of nearly all the Departments in Colombo and impressed on them the reality and urgency of the need for economy. We explained how they might act on the Treasury Circular of July 23, 1938, and prepare their own economy programmes and made it clear that we were at their disposal, should they require our personal assistance in any matter. While this general inquiry was being conducted, we took up the detailed study of certain Departments. The procedure we adopted may be summed up as follows: The economy programme of the Head of the Department formed the basis of our preliminary discussion with him at the close of which he received an indication of the general principles of reorganization we had in view. At a subsequent stage, the Head of the Department was invited to express freely his opinion on our views. Thereafter, our own economy programme was framed and transmitted to the Head of the Department, who was given sufficient time to examine it in all its bearings. During this period informal consultations took place to clarify any obscurity and to settle possible future practical difficulties. Thereafter the Head of the Department submitted his considered report. A final meeting took place at which conflict of opinions subsided, view points approximated and a workable scheme was agreed upon. Where minor adjustments still remained a joint investigation by both the Department and the Commission was carried out to settle all side issues. Thus every point was carefully looked into and complete agreement reached on all matters recommended by us.

5. Our task did not end when we had reached an agreement with the Head of a Department. We then proceeded to submit our proposals to the authorities whose business it would eventually be to give directions for implementing them and also made ourselves available for consultation. Sections of this Report dealing with each Department have accordingly been submitted to the Financial Secretary and the Officer of State, or Minister concerned for an expression of their personal views. Comments made by them have been embodied in our Report wherever necessary. We are grateful to the Officers of State and the Ministers for their assistance. Even the slightest achievement would have been impossible without their fullest co-operation.

6. In our Report there will be recognized many "old friends"—recommendations repeated by at least two previous Retrenchment Commissions but not accepted by the Governments of the day. A closer examination of our proposals

with reference to the earlier recommendations will reveal that in most cases we do not go quite so far as the previous Commissions, although we agree with them in principle. The merit of our recommendation in each case must therefore lie in the fact that it is an agreed first step in the right direction.

7. Retrenchment, however, has not been overdone. This was unavoidable under our procedure which made it essential to secure the agreement of the Head of Department concerned, the Financial Secretary and the Minister before we recommended any reductions in staff, &c. Generally, more than a margin of safety has been left behind. The total of our proposed savings might have been increased by as much as 20 per cent. if we had not to secure agreement. But such a report would have been of very little use administratively and many of our recommendations would in all probability have suffered the fate which befell excellent work done by other Retrenchment Commissions which have preceded us.

8. We wish to explain that in most cases, where all that has been recorded in the Report is, for instance, the following:—"It was agreed that the cadre be reduced by two Class II. clerks", a great deal of examination and discussion has invariably preceded such a recommendation. It is neither necessary nor practicable to detail all such examination and discussion in our Report. Action has already been taken by Government to put into operation most of our recommendations. We do not think that any difficulty will arise in giving effect to the rest of them. If at any time it is proposed to vary any of our recommendations, we suggest that one of us should be heard before any such decision is taken.

9. When the appointment of this Commission was announced public comment and criticism followed three main channels. The first was the suggestion that the appointment of a Commission was merely to lull the growing public agitation against increased taxation and rising expenditure, and we were described as a "red-herring Commission". Secondly, those who were prepared to overlook our incompetence for the task were not prepared to believe that two members of the Public Service would recommend any real reduction in the cost of establishment. Lastly, nearly all the critics—including members of previous Retrenchment Commissions—were agreed that, in any case, our recommendations would never be put into operation. What we considered important was not to answer such criticism but to bear it in mind throughout all the proceedings of the Commission, and we have done so.

10. In the course of our recommendations we have made many proposals which cannot but affect adversely the prospects of public servants, present and future, and place on them an increased volume of work and responsibility. If the work of the Commission is to produce substantial results Government will have to show by their actions throughout the whole field of public expenditure that strict economy is a real necessity. No Department will recognize the need for economy at its expense if it sees unrestricted expenditure continuing in other directions.

11. In regard to redundant staff in any service we favour the same procedure as met with the approval of Government in the recent Railway re-organization. We do not recommend the retirement of any salaried officers who are below 55, or any employees in daily-paid grades below 60, unless they are physically incapable of carrying out their duties. Surplus officers in a department should be transferred to other departments where vacancies exist. These vacancies need not necessarily be in the same grade, or class, or service.

12. We have made no examination of existing sources of revenue or of any proposals for new taxation. We have, however, in a very few cases which have come under our notice, recommended increases of fees and charges for services rendered by certain public departments.

13. Before we note our detailed recommendations in respect of the cadre and expenditure of the departments of Government, we desire to make a few general observations and also to draw the attention of Government to certain important features now existing in our financial structure.

CHAPTER II.

SOME ASPECTS OF THE FINANCES OF THE ISLAND.

(a) Values in Public Expenditure.

14. The problem of economy in public expenditure is both a general and a specific problem. It is specific in so far as we isolate each particular branch of expenditure from the rest and examine what scope there is in it for retrenchment. It is general when we review expenditure in its totality and consider the relationship of its various parts to one another and to the whole. The bulk of this Report is devoted to an examination of the specific heads of expenditure.

In this Chapter we refer to certain outstanding features of our financial structure and indicate the lines of future development. All over the world public expenditure has changed considerably in recent times and now shows certain definite features. These developments are establishing a new code in public expenditure which, consistent with its special circumstances, every country must take cognisance of. It is true that in budgets, as in all other things, a country must have some individuality of its own. But there is no justification for the policy of drift from year to year, without planning out a system of public expenditure which would serve our interests better. This involves a process of rigid economy in certain directions. The way to re-adjustment will also be the way of retrenchment.

15. In comparing public expenditure in Ceylon with that in other countries, we are fully conscious of the limitations and incompleteness of the figures and data available. Details of Budget returns are not easily obtained or easily compared. The budget year is not uniform in all countries; expenditure may or may not comprise the whole field of national, regional and local expenditure; it may stand for gross or net, actual or authorized expenditure; it may include or exclude the use of Loan Funds and Reserves; the heads of expenditure may be different or differently understood; and finally, the accounts of certain undertakings may not be fully shown in the main budget, but may form separate budgets. No two countries are in exactly the same position as regards political, economic and social conditions. They differ in their resources, earning power and the stage of economic development, their relationship with the outside world which conditions peace and war, their conception of the quality and quantity of duties they assign to the State, their legacy of assets and liabilities, and their social conscience, which dictates how much they will spend on education, health, poor relief, and other types of social service. Consequently budgets must vary in their contents and composition. A mere juxta-position of figures, without reference to the needs and resources of the countries compared, proves nothing. Despite these difficulties a few broad comparisons may be made and the question considered under four categories:—

- (1) Aggregate expenditure.
- (2) Expenditure on Social Services.
- (3) Expenditure on Economic Development.
- (4) Expenditure on General Civil Administration.

16. *Aggregate Expenditure.*—It is a well known fact that the aggregate of expenditure in all countries has, in recent years, gone up remarkably, and stands now at a much higher level than ever before. This is confirmed by a study of the absolute figures of expenditure, as well as by that of expenditure per head or in terms of national income. No thorough attempt has yet been made to measure the national income of Ceylon. But we are informed, that a rough estimate prepared by the Statistical Section of the Department of Commerce and Industries works out at an approximate figure of Rs. 600,000,000 for 1935 or Rs. 113.20 per capita, and that the corresponding figure for India is Rs. 116 per capita. Assuming the above figure to be correct, we spent in that year 18.6 per cent. of our national income, which is by no means low, compared with the proportions of other countries. The figure for the United Kingdom is 18.1 and for India 7.1. We cannot really afford to spend the same proportion of our income as the

richer countries. It will be seen that India, whose per capita income is comparable with ours, spends much less in proportion than we do. We must also remember that while military expenditure dominates the budgets of other countries, we in Ceylon have been comparatively free from this liability. If comparisons were made, as they should be, after eliminating military costs, the relative burdens would be found to be altogether different. We do not think that we have taken advantage of our fortunate position of immunity from military expenditure and kept our other expenditure low. We have no reserve of spending power which, if the call for increased military expenditure comes, as it is bound to do sooner or later, we can readily mobilize.

17. Moreover, we do not appear to be spending on the right objects and in the right proportions. Our scheme of distribution of expenditure among economic developments, social services and general civil administration requires close examination and revision. Are we not spending more than we should on our staff and less on development and welfare? If we cannot reduce the aggregate, the only way to lighten our burden is to re-adjust values within it, to cut down expenditure on staff and make room for an expansion of economic and social services.

18. Before we leave this question of aggregate expenditure, we may say a word about the recent movements of foreign trade and public expenditure in Ceylon. As an index of ability, foreign trade cannot of course be a substitute for national income. But for a country like Ceylon whose prosperity is mainly measured by her exports and consumption by her imports, foreign trade does broadly indicate economic strength. The growth of expenditure should not therefore normally be allowed to outrun the growth of trade. Unfortunately, the figures given in the Table below show that, taking 1922 as the starting point, the gap between our trade and expenditure has progressively widened. This further confirms the view that our scope for increased expenditure in the immediate future is negligible in spite of the demands that are likely to be made by an awakening democracy.

Public Expenditure and Foreign Trade in Ceylon.

	Expenditure (nearest Million) Excluding expenditure charged to Loan.	Percentage of 1922.	Total Trade (nearest Million). Amount.	Percentage of 1922.
	Rs.		Rs.	
1922	77	100·00	580	100·00
1923	86	111·69	643	110·86
1924	101	131·17	698	120·34
1925	105	136·36	853	147·07
1926	110	142·86	912	157·24
1927	121	157·14	870	150·00
1928	152	197·40	805	138·79
1929	125	162·34	837	144·31
1930	110	142·86	635	109·48
1931	100	129·87	455	78·45
1932	97	125·97	377	65·00
1933	93	120·78	361	62·24
1934	93	120·78	462	79·66
1935	107	138·96	463	79·83
1936	110	142·86	467	80·52
1937	109	141·58	560	96·55

19. *Social Services.*—The main items here are education, medicine and sanitation, recreation and the fight against poverty and the uncertainties of life. A generation ago Government expenditure in this field was very small, but now it dominates budgets. Particularly heavy and growing has been the expenditure of other Governments on various schemes of assistance and insurance designed for the benefit of social classes which need them. The State everywhere is trying to

provide a minimum standard of comfort and security for its citizens. We have no reason to think that our expenditure in this field will not continue to grow. It has been estimated that we spend 31.4 per cent. of our total expenditure on social services, or Rs. 2.28 per capita. Although our *per capita* expenditure is still very low, the *percentage* of our expenditure is high. We are suggesting elsewhere that Local Authorities should begin to shoulder their due share of expenditure on social services, but the relief they are likely to afford to the Central Government will not be appreciable for many years to come.

20. *Economic Services*.—Government expenditure in this field falls broadly into two classes: (1) expenditure on information, control, advice and assistance given in respect of private enterprises, and (2) expenditure on State undertakings of economic projects. It is difficult and perhaps useless also to compare the combined total of these two types of expenditure, because the extent of State undertakings varies widely in different countries and all the items are not separately or uniformly shown in budget returns. The latter class constitute "self-balancing" items of the budgets in well-organized countries. The Ceylon Government has to make a contribution to enable the Railway to balance its budget. The Electrical Undertakings are on a sounder footing but the position of the postal and telegraph services is problematical. Yet Ceylon has much need for fostering and assisting private economic interests in the country.

21. *General Civil Administration Costs*.—These include expenditure on all civil departments other than those that are connected with social and economic services specifically. They are shown in the Table below for certain countries of which figures are easily available:—

Expenditure on General Administration.

	Percentage of Total Expenditure.	Remarks.
U. S. A. 1927 (National)	.. 4.45	
U. K. 1929 (Central)	.. 5.28	
France 1929 (Central) ..	.. 12.82	
Germany 1929 (Central) ..	.. 8.97	
Italy 1929 (Central) ..	.. 16.59	
India 1935 (Central and Provincial)	.. 28.00	Includes administration costs in most of the social and economic departments.
Ceylon 1935 (Central) ..	.. 26.83	Excludes Railway and self-balancing departments.
	37.33	Including pensions.

22. The Table gives an idea of the relative incidence of this kind of expenditure in different countries. It will be seen that it is much higher in Ceylon and India than elsewhere due largely, perhaps, to the fact that local authorities have not yet assumed their full responsibilities. The figure for India is however rather exaggerated, because it includes administration costs in a number of social and economic departments. It has, however, been stated to us that, taking the Ceylon basis, the costs are lower. Our record thus seems to be the worst in this respect, and whatever mitigating circumstances there may be, it remains as the weakest spot in our budget and indicates the most pressing need for revision.

23. There are two ways by which this revision can take place, viz., (1) by reduction in personnel, and (2) by reduction in emoluments. We record the result of our investigations of the individual situation in each department in the body of this Report. Here it need only be said that while both methods will be necessary, the scope for a reduction of salaries is as great as for reduction of staff. Our salary scales, by whatever standard judged, be it cost of living, general level of income, stimulus to work, purchasing power, or salary scales in other countries, are too high. For instance, the salary of the highest class of Civil Servants, if we select

this particular class for comparison, ranges in England from Rs. 340 to Rs. 1,750 a month, in France Rs. 75 to Rs. 1,100 and in Japan Rs. 64 to Rs. 334. In Ceylon it is Rs. 400 to Rs. 1,650. It is well worth now experimenting with a lower scale.

24. An indiscriminate use of the axe might delay or defeat the bigger object of creating for the social and the economic services their proper place in the budget. We shall have to spend generously in this field to attract specialists. But the case for reduction in the unspecialized services is unanswerable. It should be remembered that the process of reduction will take time, because, it is mainly through the new entrants to the Public Service that it can be implemented. We shall, therefore, have ample time to watch its effect on quality, and no fears need be entertained about a sudden and universal degeneration of the Services. There is yet another reason why this reduction should be tried, and that is to make the Public Service a little less attractive than it is to-day and drive a bigger number of the youth of the country to seek careers in commerce and industry. So far Government Service has been the most powerful magnet. The interests of the country now demand a diversion of brains to creative independent pursuits. Even if it means a loss to Government Service, it will perhaps be a gain to the country in the long run.

(b) Review of Financial Position.

25. The following are the figures of revenue and expenditure for the decade 1921-22 to 1930-31:—

Year.	Revenue. Rs.	Expenditure. Rs.
1921-22	59,471,159	64,658,128
1922-23	71,358,820	70,294,293
1923-24	78,615,545	83,080,902
1924-25	90,161,484	85,967,988
1925-26	97,578,748	87,366,801
1926-27	101,469,481	97,567,803
1927-28	101,777,124	111,081,986
1928-29	107,351,312	117,216,562
1929-30	103,248,631	109,680,887
1930-31	87,781,510	99,768,553

These figures exclude the revenue and expenditure of the Railway and Electricity Departments, expenditure charged to revenue pending raising of loans and the amount recovered from loan funds on account of such expenditure. In other words, the figures represent the normal revenue and expenditure of the Island.

26. The following are the figures of revenue and expenditure for the period 1931-32—the first year of the New Constitution—to 1937-38:—

Year.	Revenue. Rs.	Expenditure. Rs.
1931-32	84,728,331	96,759,030
1932-33	105,534,728	92,322,023
1933-34	103,800,670	93,059,067
1934-35	98,677,032	106,788,772
1935-36	102,558,193	109,211,608
1936-37	105,349,725	108,778,780
1937-38	113,295,888	115,337,266

The revenue for 1931-32 includes a sum of Rs. 1,698,914 being the levy on the salaries of public servants. The revenue for 1932-33 includes Rs. 2,499,949 on account of salary levy, Rs. 3,684,949 appropriated from the Railway Renewals Fund and the Colombo Electricity Supply Depreciation Fund and a windfall of

Rs. 8,179,984 received as estate duty on one estate. The revenue of 1933-34 includes Rs. 2,488,202 on account of salary levy and Rs. 4,339,061 on account of surplus in the Sinking Fund of the 4 per cent. Inscribed Stock 1934. The expenditure of the years 1934-35, 1935-36, 1936-37 and 1937-38 includes Rs. 638,245, Rs. 2,838,593, Rs. 4,050,432 and Rs. 4,139,532 respectively on account of loss in working the Railway.

27. At the beginning of the decade preceding the introduction of the New Constitution revenue increased steadily year after year until it reached its peak in the year 1928-29. In 1929-30 the effect of the world depression, which was just then commencing, began to be felt and revenue declined by about 4 million rupees. The full effect of the depression was experienced in the following year, the revenue dropping by another 16 million rupees. The further decline in 1931-32 was somewhat arrested by the imposition of a levy on the salaries of public servants. In the same year Income Tax was introduced for the first time, but the full benefit of the tax was not realized till the following year, only Rs. 160,257 being collected during 1931-32. In the following year the revenue figures shot up by Rs. 21,000,000, the chief factors which contributed to this rise being Income Tax Rs. 8,418,999, salary levy Rs. 2½ millions, an unexpected windfall of estate duty amounting to Rs. 8,179,984 and the appropriation of the Railway Renewals Fund and the Colombo Electricity Supply Depreciation Fund amounting to Rs. 3,684,949. The revenue of 1933-34 remained almost at the level of the previous year due to the yield of customs duties being larger than expected owing to the trade revival and to the fact that a sum of Rs. 4,339,061 accrued to revenue as the result of a surplus in the Sinking Fund of the 4 per cent. Inscribed Stock 1934. With the removal of the temporary levy during 1934-35, revenue reached its normal figure, the increases in subsequent years being due to the increased yield of customs duties and income tax as a result of trade revival. The estimated revenue of 1938-39 is Rs. 117,359,117 while the actual revenue of 1937-38 was Rs. 113,295,888. The increase is expected to be covered by an increased yield from income tax.

28. We now proceed to review the position as regards expenditure. In the first year of the decade preceding the New Constitution the expenditure of the Island was Rs. 64,658,128. While the revenue increased year after year, the expenditure also increased and reached its peak in 1928-29 with Rs. 117,216,562. This was followed by decreases up to 1932-33 owing to the world depression. Then, while the revenue began to rise, expenditure also followed the same trend, the actual expenditure for 1937-38 being Rs. 111,197,734 and the estimated expenditure for 1938-39 being Rs. 120,502,590.

29. While there is always a tendency to spend more when more money is available, there are certain factors which prevent the reduction of expenditure *pari passu* with the fall in revenue.

30. First we might take personal emoluments. In 1921-22 the expenditure on this item amounted to Rs. 16,257,516. In 1928-29, the peak year prior to the New Constitution, the amount was Rs. 37,558,552. In 1937-38 it was Rs. 43,209,362. While this impressive increase is partly due to the time-scale promotions of officers, it is also due to the creation of new departments to meet the increasing activities of Government. This is particularly so after the New Constitution came into force as the State Council has paid greater attention to the provision of social services to the people. These services are bound to increase in the future.

31. The next important factor is the Pensions Bill of the Island which was a little over 2 million rupees in 1921-22. The bill for 1937-38 was over 11 millions. The abnormal increase is due to the payment of commuted pensions and to retirements under the Donoughmore recommendation. The expenditure on Education, exclusive of personal emoluments, which was Rs. 3,066,390 in 1921-22 has mounted up to Rs. 11,505,247 in 1937-38. The expenditure on Defence which was Rs. 1,548,201 in 1921-22 has increased to Rs. 3,984,935 in 1937-38. An additional drain is the loss incurred by the Railway year after year, which the general revenue has to bear. A sum of Rs. 11,666,802 has been paid on this account during the years 1934-35 to 1937-38.

32. We would now deal with the position of our surplus balances. The following figures show the rise and fall in the annual revenue and expenditure and the variation in the state of the surplus balances since 1914:—

Figures are in Millions.

	Revenue.	Expenditure.	Surplus Balance.
30.9.14	..	..	25.6
1914-15	.. 52.5	.. 53.5	.. 1.0
1915-16	.. 66.5	.. 56.1	.. + 10.4
1916-17	.. 67.3	.. 64.3	.. + 3.0
1917-18	.. 63.9	.. 64.9	.. - 1.0
1918-19	.. 70.1	.. 70.8	.. - 0.7
1919-20	.. 81.2	.. 84.8	.. - 3.6
1920-21	.. 70.6	.. 91.7	.. - 21.1
1921-22	.. 79.2	.. 77.3	.. + 1.9
1922-23	.. 93.7	.. 85.5	.. + 8.1
1923-24	.. 102.3	.. 100.7	.. + 1.6
1924-25	.. 115.5	.. 106.3	.. + 9.1
1925-26	.. 124.5	.. 112.9	.. + 11.5
1926-27	.. 129.3	.. 123.6	.. + 5.7
1927-28	.. 134.1	.. 152.1	.. - 17.9
1928-29	.. 107.8	.. 125.8	.. - 18.0
1929-30	.. 110.9	.. 110.3	.. + 0.5
1930-31	.. 101.7	.. 100.5	.. + 1.2
1931-32	.. 84.8	.. 90.7	.. - 12.2
1932-33	.. 106.0	.. 92.6	.. + 13.4
1933-34	.. 104.1	.. 93.4	.. + 10.6
1934-35	.. 98.9	.. 107.2	.. - 8.3
1935-36	.. 102.7	.. 109.7	.. - 6.9
1936-37	.. 119.2	.. 108.7	.. + 10.4
1937-38	.. 113.3	.. 115.3	.. - 1.9
1938-39	.. 117.4	.. 120.5	.. - 3.1

As early as 1909 the Secretary of State for the Colonies impressed on the Ceylon Legislature the importance of maintaining a reasonable reserve against an emergency. He pointed out that surpluses could accumulate only in times of prosperity and that it would be presumptuous for any country to hope for ever to avoid an emergency. He advised that the Island should not be too ready to dissipate its accumulated balances. It was not, however, until 1921 that any definite step in the direction of maintaining a reserve was taken. In 1921, the then Colonial Treasurer, Mr. Bernard Senior, persuaded the Legislative Council to put by at least 10 million rupees as a reserve. While agreeing that surplus balances should not be allowed to become unduly inflated, he insisted that an insurance against an emergency, in the form of an adequate reserve, should be effected. It was then agreed that a reserve of 10 million rupees should be maintained, and that if this reserve was in any way depleted by drawing on it in any particular year, the deficiency should be made good at the earliest possible opportunity. This decision was taken when the Island's revenue stood at about 80 million rupees and the expenditure was almost the same figure.

33. It was also then agreed as a general principle that any accrued surpluses over and above the minimum reserve should be availed of only for expenditure on such public works as would develop the resources of the Island or to such other purposes as would lead directly or indirectly to the ultimate increase of the revenue of the Island. This principle, although agreed to by the Legislative Council, was not adhered to in subsequent years. The surplus balances were from time to time voted for all manner of works several of which related neither to revenue-producing concerns nor to works such as would develop the resources of the Island.

34. The next occasion when a decision to set apart a portion of the surplus balances was taken was in 1923-24, when a sum of 3 million rupees was voted out of the surplus to form a Building and Equipment Fund for the proposed University of Ceylon. At that time the surplus balances stood at 21 million rupees.

35. A large portion of the surplus balances, roughly 10 million rupees, in the past as at present, remained locked up in the form of stores, advances, loans, &c., not readily realizable. To maintain a readily available emergency reserve of 10 million rupees it was necessary to see that the excess of assets over liabilities did not fall below at least 20 million rupees. The position was satisfactory in the years up to 1927 when the surplus rose to the highest figure so far reached, viz., 49½ million rupees. In 1927-28, however, so large a sum as 18 million rupees was drawn for expenditure from the accumulated surplus. In the subsequent year too a further sum of 18 million rupees was similarly drawn with the result that at the end of 1928-29 the surplus balances, which rose from 1½ million rupees in 1921 to 49½ million rupees in 1927, fell to 13½ million rupees. The position remained almost the same in the two subsequent years in which, although revenue slightly exceeded expenditure, no definite effort was made to replenish the surplus balances which had been raided in 1927-28 and 1928-29. Thus the decision to maintain a clear reserve of 10 million rupees remained only a pious hope. In 1931-32 the position reached almost a state of bankruptcy. Of the 15 million rupees surplus at the end of 1930-31 as much as 12 million rupees had to be used to bridge the large gap between revenue and expenditure in 1931-32 with the result that the surplus reached the lowest limit of 3 million rupees. The situation improved somewhat during the years 1933 and 1934, and at the end of 1933-34 the surplus amounted to 27 million rupees.

36. In 1934 the Financial Secretary revived the old question of creating a reserve out of the surplus balances. In this connection he pointed out that it was utterly unsound finance to deal with the surplus contributions of the Widows' and Orphans' Pension Scheme as if they were ordinary revenue because the time would come when claims under the Scheme exceeded the contributions. He therefore suggested that a reserve account might be opened with two parts—one General and the other Special. The General Reserve was to represent sums not allocated to any particular purpose. There was to be credited to it the excess contributions of the Widows' and Orphans' Pension Scheme and such windfalls as the excess of a Sinking Fund on maturity of a loan, &c. The Special Reserve was to represent sums set apart for specific purposes. Arising from these suggestions the State Council in March, 1935, passed two resolutions, one setting apart a sum of 10 million rupees as a General Reserve not to be used for the purpose of normal recurrent expenditure but to be drawn upon only in a time of emergency, and the other to form a Special Reserve of 17 million rupees to be spent on definite schemes or works over a period of years. An allocation of the Special Reserve for specified schemes was also agreed upon.

37. The financial position of the Island, however, deteriorated during 1934-35 resulting in a deficit of Rs. 5,881,390 on September 30, 1935. It therefore became necessary to go back on the old decision regarding the Special Reserve Fund and to transfer a portion of the Special Reserve back to the Surplus and Deficit Account to cover the deficit of 1934-35 and the anticipated deficit of 1935-36. On September 29, 1936, the State Council passed a resolution to so transfer a sum of Rs. 12,479,068. The financial position improved somewhat in 1936-37 at the end of which, besides the General Reserve of 10 million rupees, there was a surplus of nearly 12½ million rupees. In 1937-38 the expenditure exceeded the revenue by nearly 2 million rupees and this excess had to be met from the accumulated surplus. On September 30, 1938, the accounts of the Island showed a surplus of Rs. 20,421,440 made up as follows:—

	Ra.
General Reserve	10,000,000
Special Reserve	959,524
Balance in the Surplus and Deficit Account	9,461,916
	<hr/>
	20,421,440

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38. The Estimates of Revenue and Expenditure for the current year, 1938-39, are as follows:—

	Original Budget Estimate. Rs.	Revised Estimate. Rs.
Revenue	117,426,500	115,884,000
Expenditure	117,976,650*	125,768,000
Deficit	550,000	9,884,000

The difference between the original estimate of the deficit and the revised figure of Rs. 9,884,000 is due mainly to the following causes:—

	Rs.
Reduction of revenue (chiefly Customs)	1,550,000
Increase in the Railway deficit	1,885,000
Relief of distress and malaria (including additional feeding of school children and extra medical services)	4,840,000
New Schemes) e.g., rubber new-planting, repatriation of non-Ceylonese daily-paid workers, Defence emergency stores, &c.)	700,000
Depreciation of investments	500,000
	<u>9,475,000</u>

On the revised estimates the current financial year is expected to close with a deficit which will wipe off the whole of the surplus account. There will be left only the General Reserve of 10 million rupees.

39. It is not necessary to enlarge on the very unsatisfactory financial position disclosed in the preceding paragraph. The Board of Ministers should not only strive to produce a balanced budget but should definitely aim at building up an appreciable reserve. In a country like Ceylon with its very special difficulties which give rise to unforeseen expenditure of large sums on relief of distress and outbreaks of malaria, the only safe course is to maintain a large reserve. The fact that the budgetary position for 1938-39 is going to be 10 millions worse than was expected for reasons which could not be anticipated is a clear indication that a General Reserve of 10 million rupees is well below safety limit. We consider that a reserve of at least 6 months' revenue would not be too much. We know that under the existing difficult circumstances, it would not be very easy to realize the object of building up such a reserve in the near future. But we would emphasize that a start should be made without further delay to put by year after year a reasonable surplus and allow it to accumulate until a minimum of at least 25 million rupees is reached. We are aware that our recommendations in favour of a larger General Reserve and also the creation of a Reserve to cover even partially our "Widows' and Orphans' Pension Scheme" liability—referred to in a later paragraph—have already evoked the criticism that it is a reversion to "old-fashioned colonial finance". We are not aware of any "new fashion" either in governmental, or in corporation finance, which is a better insurance against unforeseen expenditure and undisclosed and increasing liability for pensions, &c., than the provision of adequate reserves.

(c) Public Debt.

40. At the end of the last financial year the Island's Public Debt amounted to Rs. 194,191,333. The sinking funds for the redemption of the debt amounted to Rs. 66,306,780. There was thus a nett debt liability of Rs. 127,884,553 on September 30, 1938.

41. The Public Works Loan Ordinance of 1937 authorized the raising of a new loan of Rs. 100,000,000 and such other sum required as expenses for raising this loan. Of this Rs. 27,941,000 has already been raised—and Government has authority to raise a further sum of Rs. 72,500,000 plus expenses.

* Expenditure per Estimates, viz., Rs. 120,502,590 less probable net savings Rs. 2,525,940.

42. The annual liability by way of interest on the existing debt is Rs. 6,797,868 and by way of contribution to Sinking Funds in redemption of the debt is Rs. 2,693,898, making a total annual charge of Rs. 9,491,766. During the last ten years the following has been the percentage of Interest and Sinking Fund charges to Revenue:—

Year.	Revenue.		Interest, Sinking Fund and other Debt Charges.		Percentage of Debt Charges to Revenue.
	Rs.		Rs.		
1928-29	..	107,818,275	..	11,163,592	.. 10.35
1929-30	..	110,926,863	..	11,659,709	.. 10.51
1930-31	..	101,767,556	..	11,796,109	.. 11.50
1931-32	..	84,843,207	..	12,352,167	.. 14.56
1932-33	..	106,090,728	..	12,463,648	.. 11.75
1933-34	..	104,100,361	..	12,303,084	.. 11.82
1934-35	..	98,993,552	..	11,912,058	.. 12.03
1935-36	..	102,770,507	..	11,862,649	.. 11.54
1936-37	..	119,196,900	..	8,450,309	.. 7.10
1937-38	..	113,347,591	..	9,211,126	.. 8.13

43. If the balance of the sum authorized by the Public Works Loan Ordinance of 1937 is also raised in the near future and assuming that three loans amounting to Rs. 38,000,000 falling due to be re-paid next year are paid off, the public Debt of the Island will amount to about Rs. 225 millions, less Rs. 26 millions, the approximate total of the Sinking Funds. The annual charge on Revenue by way of interest and Sinking Fund contribution will be approximately Rs. 14 millions—a sum equal to about 12 per cent. of the average annual income of the Island, and sufficiently large to disturb budgeting even in a prosperous year.

44. The following statement shows the Public Debt position of some of the British Colonies in 1936-37 as compared with that of Ceylon:—

Country.	Population in Millions.	Area in Square Miles.	Total Income in Millions.	Public Debt in Millions.	Percentage of Public Debt to Revenue.
Federated States	1.85	27,540	105.92	102.56	96.8
Straits Settlements	1.20	1,356	54.64	120.18	—*
Burma	14.60	233,492	157.40	584.50	371.3
Jamaica	1.14	4,450	32.02	53.00	165.5
Gold Coast	3.62	91,843	67.95	152.47	224.3
Kenya	3.26	224,960	46.62	234.41	502.8
Uganda	3.69	93,981	22.84	29.81	130.5
Hong Kong	1.00	391	25.04	14.77	59.0
Ceylon	5.68	25,232	122.00	166.25	136.3

45. On the data indicated above, one would not consider that the Debt position of Ceylon is generally unsatisfactory. But on this issue it is always necessary to remind ourselves of the purpose for which loans are raised in a country like Ceylon and further that there are definite limits to the taxable capacity of an essentially agricultural country. The only sound principle to follow in regard to such a country's borrowing is to see that the use to which loan moneys will be put will quickly yield a return equivalent to the interest and sinking fund charges on the loan. It is most unwise to borrow for comparatively small additions of capital equipment. Current revenue must be debited with such items. It follows that there is very great objection to the cost of new Hospitals and Schools being charged to Loan Funds. Apart from these schemes not being directly revenue earning they involve considerable annual expenditure in Personal Emoluments and maintenance. The full financial implications inclusive of running costs of such schemes should be reflected in the Budget before any capital expenditure is incurred on the buildings themselves even from current revenue. To charge the latter to available Loan Funds and to think of the cost of working these institutions at a later date is obviously an unwise policy.

* The whole of the Debt was borrowed on behalf of other Public Bodies. No Debt was incurred for purely Colonial purposes.

46. We have indicated in paragraph 43 that the burden on revenue when the present loan is floated in full would be nearly 12 per cent. of our average revenue. Further loan monies are not likely to be needed for some time but we would note that unless this figure is offset by receipts from productive works it is as high as it should be in a country such as Ceylon. We would also recommend that all works, the cost of which Government now proposes to debit to Loan Funds, should be scrutinized from the view point of our comments in the preceding paragraph and any that is not directly income earning should await its turn on the priority list of Public Works Extraordinary chargeable to General Revenue.

(d) Loss on the Working of the Railway.

47. The accounts of the Ceylon Government Railway were placed on a commercial basis as from October 1, 1928. For the purpose of commercialization the capital value on October 1, 1928, was assessed at Rs. 211,373,509. The working of the Railway during the first year of commercialization showed a surplus of Rs. 7,024,443 which was 3.22 per cent. of the capital expenditure as at September 30, 1929. Since then the finances of the Railway have progressively deteriorated. The following figures are quoted to illustrate the progress of this decline :—

Year.	Total Capital Expenditure.	Profit Earned.	Loss Incurred.	Interest on Capital &c., Paid into Revenue.	Due to Revenue.	
					Arrears of Interest.	Loss on Working.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1.10.1928 ..	211,373,509					
1928-1929 ..	6,200,762..	7,024,443..	—	5,369,757..	—	—
1.10.1929 ..	217,574,271					
1929-1930 ..	2,948,686..	4,565,563..	—	4,565,563..	1,126,151..	—
1.10.1930 ..	220,522,956					
1930-1931 ..	2,937,748..	1,514,803..	—	1,514,803..	4,359,867..	—
1.10.1931 ..	223,460,704					
1931-1932 ..	1,847,159..	335,491..	—	335,491..	5,750,451..	—
1.10.1932 ..	225,307,863					
1932-1933 ..	1,071,536..	392,362..	—	392,362..	5,800,514..	—
				*2,120,437..	2,120,437	
1.10.1933 ..	226,379,399					
1933-1934 ..	625,603..	2,037,266..	—	2,037,266..	4,236,756..	—
1.10.1934 ..	227,005,002					
1934-1935 ..	495,604..	—	633,245..	—	6,378,605..	638,245
1.10.1935 ..	227,500,606					
1935-1936 ..	304,135..	—	2,838,593..	—	6,284,031..	2,838,593
1.10.1936 ..	227,804,742					
1936-1937 ..	210,559..	—	4,050,432..	—	6,433,592..	4,050,432
1.10.1937 ..	228,015,601					
1937-1938 ..	107,407..	—	4,139,532..	—	6,596,458..	4,139,532
1.10.1938 ..	228,123,008					
					44,845,988*	11,666,802

It will be observed that the recurring loss on the working of the Railway has become a very heavy annual charge on the public revenue and presents a serious problem. The Railway owed to general revenue on September 30, 1938, 56½ million rupees as accumulated arrears of interest and loss on working charged to general revenue. During the 10 years since the accounts were commercialized further capital invested on the Railway amounted to 17 million rupees, and the total capital expenditure on September 30, 1938, stood at Rs. 228,123,008.

* Appropriated to General Revenue from the Railway Renewals Fund.

48. From October 1, 1938, a new accounting system based on the annuity principle of providing for Renewals and Capital Works has been introduced. Under the old system with a view to building up a fund which was to be used to bring wasted assets to the original value at which they were reflected in the Capital Account, a percentage of the gross Revenue of the Railway was annually set apart in a Renewals Fund. The annuity system which has replaced the Renewals Fund system provides for the Railway to borrow from Government, at the prevailing rate of interest, whatever money it requires for expenditure on renewals or capital works, and to repay it in the form of annuities during the estimated period of their useful life. This system has been adopted in preference to the Renewals Fund system mainly because it is the only method of solving the problems now facing the Railway, namely, the accumulated arrears of interest due to general revenue and the further capital required.

49. The basis of the annuity system, which is the same as that adopted in regard to the Electrical Department, is to spread the cost of an asset over the useful life of the asset. For this purpose the assets of the Railway have been classified according to their estimated lives. The value of these assets has been fixed as the total of the amounts provided by Government for Railway purposes out of the 1909, 1921 and 1929 loans. The advances made to the Railway out of the general revenue in previous years have been ignored. The Railway is thus allowed to hold free of any charge all the lands and buildings which it acquired prior to 1909. The total amount expended on the Railway out of the 1909, 1921 and 1929 loans up to September 30, 1937, was Rs. 83,266,905. Adding to this amount the sum of Rs. 169,500 being the estimated expenditure on Railway capital works during 1937-38, the value of the capital assets of the Railway, for the purpose of the annuity calculations, has been fixed at Rs. 83,436,405 on September 30, 1938. Of this a sum of Rs. 26,546,459 representing the annuities payable by the Railway up to September 30, 1938, calculated as if the system was in operation from the dates when the expenditure was incurred, has been written off. The capital balance due to Government from the Railway on October 1, 1938, is thus brought down to Rs. 56,889,946. It is noteworthy that the effect of the introduction of the annuity system with effect from October 1, 1938, and the writing off of the whole of the annuities due up to that date, is the reduction of the estimated capital cost of the Railway which stood at Rs. 228,123,008 on September 30, 1938, to Rs. 56,889,946.

50. The annuity payable to revenue by the Railway for 1938-39 is estimated at Rs. 3,650,231. The application of the annuity system has relieved the Railway to an appreciable extent in regard to its liability to Government, and thus eased its burden. Advances made from revenue in future will be similarly treated and included in the annuities payable by the Railway spread over the whole period of life of the assets acquired with the advances.

51. The Railway Estimates for 1938-39 show an anticipated deficit of Rs. 6,452,147 on the year's working inclusive of the sum of Rs. 3,650,231 which is the annuity payable to general revenue for the year. Since the beginning of the financial year there has been a further decline in the Railway revenue, and it is expected that the deficit at the end of the year will be in the neighbourhood of Rs. 8½ millions.

52. One of the important factors which has contributed to the Railway's increasing loss is the intensive road competition. The Special Commission which reported on the Transport System of Ceylon in 1937 came to the conclusion that an effective system of control of road transport was essential both in the interests of the public and of the road transport industry itself. Arising from the recommendations made by this Commission, a new Motor Ordinance has been enacted with special provisions for a stricter control of the motor traffic in the Island. This Ordinance has come into force from July 1, 1939. Certain of its provisions, however, have been temporarily suspended. When the Ordinance is generally enforced, we have no doubt that the present unhealthy competition between the Rail and Road services will be to a very large extent eliminated. Although the

new Motor Ordinance has not been designed to help the Railway, it will, we consider, place both the Rail and the Road services on a more economic basis, each form of transport being able to operate at reasonable profits.

(e) **Relief of Unemployment and Distress.**

53. The expenditure on relief measures arising from unemployment and distress caused by drought, failure of crops, malaria, floods, &c., has in recent years assumed alarming proportions. Relief work has become a regular institution and a permanent and heavy charge on the public funds. We therefore propose to refer to it briefly in this section.

54. Provision for relief measures is annually made in the votes of the Controller of Labour who works through the Government Agents and Assistant Government Agents. The following statement shows the expenditure incurred on this account in recent years :—

Year.	Unemployment Relief.		Relief of Distress.		Total.
	Rs.		Rs.		Rs.
1933-34 ..	188,331 ..	117,528 ..	305,859		
1934-35 ..	228,526 ..	5,212,221 ..	5,440,747		
1935-36 ..	320,338 ..	2,980,749 ..	3,301,087		
1936-37 ..	192,294 ..	66,772 ..	259,066		
1937-38 ..	227,954 ..	65,289 ..	293,243		
1938-39* ..	450,000 ..	3,735,000 ..	4,185,000		

This expenditure is exclusive of amounts spent on medical relief by the Department of Medical and Sanitary Services. Under existing conditions expenditure on relief works is unavoidable, but the question is whether the money voted annually for this purpose has been well utilized. Several witnesses who appeared before us have alleged that the large expenditure in this direction is due partly to the extravagant extent of relief and partly to mismanagement. We are prepared to grant that provision of relief work is a troublesome and expensive business. But the present policy of trying to find work only after the necessity for relief has arisen is undoubtedly one of the reasons for the public criticism of the Government's relief measures. Not a few of the works carried out in recent years are open to the criticism that they are by no means the best. Although the main object of relief works is to provide assistance to the unemployed and the distressed, where Government funds are expended on a large scale the general taxpayer is entitled to ask what benefit the community has derived by the completion of the works selected by Government. In our opinion the only method by which relief expenditure can be made beneficial to the country, while providing assistance to the needy and the distressed, is to have in readiness a list of public works of the type which is suitable as relief works, and also the necessary supervisory organization. If relief works are to be put in hand promptly and at the same time carried out both economically and beneficially they must be carefully planned before the necessity for them arises. Only such a procedure would permit of a close examination of the value of the works to the community. We therefore suggest that every effort should be made to see that relief works undertaken are the best under the circumstances and that the burden of the expenditure is lightened by the resultant benefit to the community on the completion of the works.

55. Another important matter we wish to refer to in this connection is the necessity for a careful examination of the rates of pay to relief workers, and the conditions of their employment. It has been brought to our notice by some witnesses that the present rates of pay are so generous and the supervision over the workers so weak that these factors act as strong inducements to regular workers in the locality to give up their employment and join the ranks of the unemployed. It is a serious matter if the lot of relief workers is by a false sense of charity made more attractive than that of the permanent labourer. We cannot too strongly emphasise the harm it would do to the country if the impression gains ground that Government is only too ready to provide relief and that too on a generous scale.

* Provision.

(f) *Partial Commutation of Pensions.*

56. The scheme for partial commutation of pensions was brought into force with effect from October, 1927. The object of the scheme was to grant to public officers a useful concession which would not permanently increase the total amount payable by Government on account of pensions. The concession was later withdrawn from all "new-entrants" to the public service, that is, officers who joined later than April 24, 1933. Under the scheme at present all "old-entrants" to the public service are, at their option, paid in lieu of the pension or annuity they are entitled to under the pension regulations, a pension at the rate of three-fourths of such pension together with a gratuity equal to ten times the annual value of the reduction so made in the pension.

57. Before this scheme was adopted by Government it was examined by the Salaries Committee of 1928—Sessional Paper XXIV. of 1928. This Committee reported:—

"The nett expenditure on commutation in the first 10 years represents a capital outlay which will not return to the Exchequer, though, of course, perpetual interests will be recovered if the scheme is actuarially sound.

In order to obtain an approximate estimate of the extent of this outlay a calculation was made on the following assumptions, viz. :—

- (a) That the proposal to allow the commutation of one-fourth of the pension at ten years' purchase is actuarially sound.
- (b) That the option will be exercised by three-fourths of the officers who retire on pension.
- (c) That the annual value of new pensions will remain constant at Rs. 310,000.

On these assumptions it was ascertained that the nett additional expenditure involved in commutation would amount to Rs. 2,616,250 within the first nine years, after which, upon the assumption that if the pensions had not been commuted, they would have been drawn for ten years, an equilibrium would be established and maintained between the gross cost of commutations and the savings effected on the reduced pensions."

58. The actual expenditure on account of commuted pensions during the 10 years 1927 to 1937 did not follow the assumptions on which the scheme was recommended to Government. The annual value of new pensions, which the Salaries Committee assumed would remain constant at Rs. 310,000, has always been during the past 10 years much above this figure and in fact rose consequent on abnormal retirements due to the New Constitution, to over a million rupees in 1931-32. The proportion of officers exercising the option to commute is on the average 92 per cent. whereas the Committee assumed that it would be about 75 per cent.

59. An account prepared by the Treasury for the 10 years—October, 1927, to September, 1937—allowing $3\frac{1}{2}$ per cent. as the rate of interests which would have accrued to Government had the money remained in Government's hands and been invested, shows that on September 30, 1937, the nett additional expenditure Government has incurred on account of commutation amounted to Rs. 8,926,915. In other words, during the 10 years 1927 to 1937, Government has made advances by way of commuted pensions which together with interest thereon at $3\frac{1}{2}$ per cent. amounted to Rs. 8,926,915 on September 30, 1937. The Treasury is of opinion that the amounts of pensions withheld "will in future years exceed the commutations plus the loss of interest, and if this account is maintained until the last officer entitled to commute has died a substantial profit to Government will emerge".

Our purpose in referring to this subject is to draw attention to the fact that general revenue has so far paid out nearly 9 million rupees as a result of the adoption of the system of commuted pensions. This sum will be made good, if not wholly, at least partially in the years to come, but it will be several years before the effect of the burden is removed.

(g) **Loan Expenditure.**

60. The loan funds available for expenditure at the end of 1937-38 amounted to Rs. 6,820,488 as follows :—

	Rs.
Balance of loan raised under the Public Works Loan (1921) Ordinance	1,523
Balance of loan raised under the Public Works Loan (1929) Ordinance	443,410
Balance of loan raised under the Public Works Loan (1937) Ordinance	6,375,555
	6,820,488

In addition to this a sum of Rs. 72,500,000 can be raised under the Public Works Loan (1937) Ordinance. The total loan funds available are therefore Rs. 79,320,488. We have made no examination of the Loan Works now in progress or of the works proposed to be charged to loan funds.

(h) **Widows' and Orphans' Pension Scheme.**

61. This Scheme was introduced with effect from April 1, 1906, by Ordinance No. 13 of 1906, when it was decided that the Widows' and Orphans' Pension Fund created by Ordinance No. 1 of 1898, should be confined to the officers appointed to Government service prior to April 1, 1906. Those appointed after this date were required to contribute to a new Scheme. The monies belonging to the Fund governed by Ordinance No. 1 of 1898 are kept separate from the Island's finances and are treated as an interest-bearing investment with the Government. The balance in this Fund on September 30, 1938, was Rs. 12,975,947.

62. The contributions to the Scheme, however, are not actually accumulated in a Fund but are directly credited to general revenue, the Government voting annually the amount necessary for payment of the pensions to the widows and orphans of the contributors to the Scheme. The total amount of the contribution since the inception of the Scheme up to December 31, 1938, is Rs. 20,212,694. The total payments made including the working expenses is Rs. 5,883,474. The nett balance to the credit of the Scheme is Rs. 14,329,320. If the contributions to the Scheme had been constituted as a Fund and allowed to earn interest the balance to the credit of it on December 31, 1938, would be Rs. 34,503,903. This is the balance shown in an account maintained by the Directors of the Scheme on a hypothetical basis treating the contributions to the Scheme in the same manner as the Fund under Ordinance No. 1 of 1898.

63. When the Widows' and Orphans' Pension Scheme was first started it was decided with the approval of the Secretary of State to pay into Supplementary Sinking Funds for the redemption of Public Debt the excess of the annual income over the expenditure under the Scheme. This practice continued till 1930-31 when, owing to the serious financial position, it was decided to appropriate to revenue the surplus under the Scheme. In accordance with this decision various sums amounting to Rs. 6,794,397 have been appropriated to revenue during the period 1930-31 to 1937-38, treated as ordinary revenue and spent for other purposes.

64. The number of contributors to the Scheme at present is 21,114, but the number of pensioners under the Scheme is only 2,106. It would thus appear that the Scheme is, from the point of view of its liability, yet at the initial stage. When the stage of full liability is reached the expenditure under the Scheme will be considerably in excess of the income, and Government will be called upon to vote out of general revenue the funds necessary to cover the excess. This means that to the extent we are now making use, for other purposes, of the excess contributions under the Scheme, we are mortgaging the future. This obviously is unsound finance. We consider that Government should set apart the annual excess of contributions under the Scheme, and credit it to a separate Reserve Fund. We would also suggest that the full sum representing the excess contributions already appropriated for other purposes since 1930-31 should be similarly set apart gradually and as circumstances permit.

65. It will be noted that we do not recommend reversion to the procedure originally approved, viz., the crediting of the annual surplus to Supplementary Sinking Funds for the redemption of Public Debt. We do not consider that this is a satisfactory way of building up an adequate reserve against this liability. In the absence of any limit to the total Public Debt of the Island and to the powers of the Government in the raising of new loans this procedure in the long run provides no specific source of income or capital sum wherewith to meet the obligations of the Widows' and Orphans' Pension Scheme when they do become a burden on the Island. The original procedure has a further very great disadvantage in that the existence of a very real and onerous liability is not placed clearly before the Government when it considers financial proposals from time to time.

(i) **Savings Banks Deposits.**

66. One very satisfactory feature of the Island's finances is that the Government's liability in regard to Savings Banks Deposits is fully covered by readily realizable assets. The Ceylon Savings Bank is separately administered and is in a very satisfactory financial position. Its funds are invested on the mortgage of immovable property in Ceylon and in sterling and rupee securities. Its excess of assets over liabilities on December 31, 1938, amounted to Rs. 1,834,769. The funds of the Post Office Savings Bank, which is managed by the Postmaster-General, are also invested in sterling and rupee stocks and cover the whole of the liability to the depositors. It has a Reserve Fund made up of the excess of its assets over liabilities, which at December 31, 1938, stood at Rs. 4,231,105. The liabilities to depositors on that date amounted to Rs. 20,017,450. According to a new Post Office Savings Bank Ordinance now under consideration, the sum in the Reserve Fund in excess of 15 per cent. of the liabilities to depositors can be transferred to general revenue. The excess available for appropriation to revenue as on December 31, 1938, was Rs. 1,228,488. Owing, however, to depreciation of sterling stocks this excess was estimated at Rs. 700,000 on May 1, 1939.

(j) **Currency Reserve.**

67. The Commissioners of Currency held on September 30, 1938, a reserve of Rs. 54,611,724—Rs. 14,404,053 in silver, Rs. 37,718,633 in investments and Rs. 2,489,038 as cash at call in London pending investment—against a gross note circulation of Rs. 45,080,984. There was thus an excess of reserve of Rs. 9,530,740 over the value of the notes in circulation. The market value of the investments on September 30, 1938, was Rs. 38,533,690. If investments were taken at market value instead of at cost, the excess of reserve over notes in circulation was Rs. 10,845,797.

68. Certain proposals for the reform of the paper currency of the Island under contemplation at present provide for the transfer to revenue, of a portion of the surplus in this account. The surplus to be so transferred is the balance in the currency reserve after providing for investments and silver rupees to the full extent of the note issue together with a reserve of 10 per centum of the note issue to cover any fluctuation in the value of these assets, and also a further reserve to cover the subsidiary coins in circulation. The amount available at present for appropriation to revenue under these proposals is estimated at Rs. 1,500,000.

(k) **Growth of Local Government.**

69. The Donoughmore Commissioners in 1928 observed that local government institutions had shown few signs of growth and development and deplored "the lack of drive" at the centre and of "demand" at the circumference.

70. At this time there were three Municipalities in Colombo, Galle and Kandy with official chairmen, and Local Boards with a large official element and the Revenue Officer as chairman functioned in the other towns, except in eight important towns where Urban District Councils had been established. Sanitary Boards consisting entirely of nominated members were responsible for health and sanitation in the smaller urban areas. Most of the Village Committees had official chairmen.

71. The development of Local Government since then has been phenomenal. Village Committees with greatly increased powers and elected chairmen are in charge of village affairs. Urban District Councils with elected chairmen have replaced the Local Boards in all but one town. A new Small Towns Ordinance to replace the Sanitary Boards by democratic bodies is in the course of preparation. Re-constituted Municipalities with elected mayors have replaced the old Municipal Councils of Colombo, Kandy and Galle. The establishment of one other Municipality is under consideration.

72. It has been the experience in England and other countries that the development of local government institutions has greatly reduced the need for Central Government officers in the districts. It would, therefore, be surprising if a similar reduction did not result in Ceylon. The Government Agents and Assistant Government Agents, as a general rule, have no duties with regard to the Urban District Councils in their areas except those relating to the electoral roll and the conduct of the elections. It is expected that they will be relieved shortly of their Sanitary Board work. The new Village Communities Ordinance considerably reduces the supervisory powers of the Revenue Officers and relieves the Kachcheries entirely of the audit of the Village Committee accounts. It will thus be seen that there has been a considerable reduction of supervisory and clerical work in these respects.

73. We understand that action to create Provincial Councils, as advocated by the Donoughmore Commissioners, is contemplated. One of their reasons for this recommendation was the reduction of work of the Central Government departments which would result from the delegation of certain administrative functions to these Councils. It is the intention of the Minister for Local Administration that the Provincial Councils, whose administrative areas will be the existing Revenue Districts, should act as the intermediate authority between the Central Government and the smaller local authorities. In the report of the Executive Committee to the State Council it is stated,

“ The proposed Councils are somewhat analogous to the English County Councils which have proved so successful. These bodies, whose administrative areas comprise the whole of England with the exception of the County Borough areas, have direct or executive functions such as Poor Law relief, Police, secondary education and the administration of certain thoroughfares. They also exercise certain supervisory and default powers over the lesser bodies such as the parishes, the rural districts, the urban districts and even the non-county boroughs within their area, especially as regards the formation and alteration of these areas and rural housing. They also act as intermediaries (sometimes as “ buffers ”) between the Central Government and these bodies. The County Council’s supervisory powers are naturally greatest in the case of relatively poor and undeveloped bodies such as the parish or rural district and become progressively less with the importance of the district body concerned until it almost ceases in the case of the larger non-county boroughs. It is perhaps noteworthy that the tendency in recent times has been to increase these powers ”.

In the view of the Ministry of Local Administration the desirability of Provincial Councils arose mainly from the following considerations:—

- (a) the need of a body, responsive to local opinion, to exercise supervisory, controlling and co-ordinating powers over the existing local bodies,
- (b) the need to supersede such out-worn institutions as the District Road Committees and the Provincial Road Committees,
- (c) the need of having some authoritative local body to advise on such matters as Poor Law, Agriculture, Irrigation, Excise, Education, &c.

74. It would not be possible to make detailed suggestions for possible economies without knowing the exact nature of the Provincial Council which will be appointed by Government and on which it is proposed that the Government Agent or the Assistant Government Agent should be an ordinary member only. The position should, however, be reviewed after the Councils, which are to be tried first in a single area as an experiment, have been in operation for some years.

It seems to us very likely that extensive reductions of Kachcheri personnel (both staff and clerical officers) would eventually be possible. We would recommend that, if these bodies function satisfactorily, more and more of the local functions now dealt with by Central Government departments should be delegated to them. It is, at present, the almost invariable custom to place on Kachcheries duties arising from new legislation. We consider that it would be very desirable if, in future, careful consideration were given to the question whether such functions could not be more appropriately discharged by local bodies.

75. When Local Government develops to the extent anticipated by the Minister for Local Administration, Kachcheries organized as they are at present under Revenue Officers with intensive personal contact of the administrative officer with the people will become unnecessary. Amalgamation of two or more districts under one Provincial Council will then be an easy matter.

(1) Grants and Subsidies to Local Authorities.

76. Provision is annually included in the Estimates of Expenditure for various grants and subsidies by the Central Government to the Local Authorities, viz., Municipalities, Urban District Councils, Local and Sanitary Boards, and Village Committees. The following is a rough classification of such expenditure provided for in the 1938-39 Estimates:—

	Rs.
(i.) Grant in lieu of abolished Poll Tax	251,626
(ii.) Grant in lieu of road and bridge tolls	40,030
(iii.) Grant in lieu of opium revenue	83,902
(iv.) Grant in lieu of rates on Crown properties	692,000
(v.) Grant in lieu of licence duty on Government motor vehicles ..	9,000
(vi.) Grants for maternity and child welfare centres	100,000
(vii.) Grants for slum clearance and housing schemes	100,000
(viii.) Grants for roads	109,255
(ix.) Grants, to Village Committees for roads, bridges, culverts buildings, &c.	250,000
(x.) Grants to Village Committees for village wells	60,000
(xi.) Grants to Village Committees for maintenance of latrines, &c. ..	950
(xii.) Grants to Village Committees for maintenance of dispensary buildings	9,250
(xiii.) Grants to Village Committees for maintenance of rural midwives ..	40,000
	1,746,013

77. In addition to these grants which are voted annually, the Local Authorities receive from Government refunds of the fees and duties on licences issued under various Ordinances. These refunds are made from Revenue and in a year amount to Rs. 450,000 approximately.

78. The present financial relations between the Central Government and the Local Authorities are based on decisions taken by Government on the recommendations of the Financial Relations Commission in Sessional Paper VI. of 1924. That Commission which was appointed

“ to consider and report on the financial relations between the Central Government and Local Government Bodies generally, and to advise, *inter alia*, which public services were of a purely local character and which were partly of a local character and partly of a national character, and to make recommendations concerning the maintenance of such public services ”

made various recommendations some of which were adopted by the Government while others were not.

79. Since the issue of the report of the Financial Relations Commission and of the orders of Government on the recommendations contained in it, vast changes have taken place in Local Government in Ceylon. Many of the factors which influenced the decisions of Government in 1926 do not have the same force to-day. The new Village Communities Ordinance, for instance, which was recently brought into operation vests very wide powers of taxation in Village Committees. The

following extract from the report of the Commission will show that the recommendations regarding financial assistance to Local Bodies by the Central Government were made chiefly on the ground that the institutions were then in their infancy, and that until they reached maturity and were able to raise adequate local revenues to shoulder their own responsibilities, Government should support them with financial aid to some extent:—

“ If local self-government is to be a success in Ceylon it is necessary that Government should not expect of institutions which have not yet out-grown the weakness of infancy the same capacity for self-imposed burdens as may reasonably be expected of them when they reach maturity. Equally, on the other hand, it must be recognized, that local self-government will be a mere sham unless it includes the responsibility for raising the revenues required to meet the expenditure of the self-government authorities. A prevalent idea that the financial needs of Local Authorities should be met by the grant from the Colonial Exchequer of liberal subsidies proportionate to their needs, or by the assignment of Colonial Revenues to Local Authorities (which could be a subsidy under another name) is one that cannot be accepted. It means in plain words that the Government is to be saddled with responsibility for collecting revenue which the Local Authorities will spend—a situation which no Government in the world could accept. Our view is that Local Authorities wishing to increase their expenditure must be prepared to rate themselves adequately and, where necessary, must be given legal power to do so. The imposition of adequate rates should therefore be a condition precedent to any financial assistance from Government in the way of grants.”

Fifteen years have elapsed since these recommendations were made. We consider that it is now time that the whole position as regards the financial relations between the Central Government and Local Authorities should be reviewed afresh.

80. Some of the sources of revenue in lieu of which Government is annually making over to Local Authorities appreciable sums by way of grants, have either ceased to exist or have been considerably reduced. The grants made are, however, based on figures representing the revenue collected at the time the settlement between the Government and the Local Authorities was arrived at. For example, the grant in lieu of opium revenue is based on the revenue derived by Government by opium sales in the year 1923. The revenue from opium has gone down annually and to-day the collections are less than 15 per cent. of what they were in 1923. In regard to the grant in lieu of the abolished poll tax, amounting to over 2½ lacs a year, we would note that the tax was abolished in 1926 as a result of public agitation against it. The abolition of the tax was recommended by a Committee which consisted of 9 members, 4 of whom were opposed to the grant of any subsidy, in lieu thereof, to the Local Authorities at the expense of the general taxpayer, and one member agreed to a subsidy only for a limited period of 5 years. The subsidy however has continued ever since 1926, and the sums made over to the Local Authorities annually are based on the amount of the tax collected in each area in the year 1926 and have no relation to the existing distribution of population.

81. The Local Authorities also receive from Government as refunds the duties collected on gun licences, foreign liquor licences, poisons licences, &c. These refunds are made in accordance with the provisions of the Ordinances under which the Local Authorities have been constituted. The licence duties are collected by Government and transferred in full to the Local Authorities without any deduction on account of the cost of collection. We see no reason why Government should bear the whole cost of the machinery required to collect these duties annually and pass on to the Local Authorities the full benefit of the duties collected in their areas.

82. The grants and subsidies which the legislature provides annually by votes include financial assistance to Local Bodies for specific purposes, such as maternity and child welfare work, slum clearance and housing schemes, roads, &c.

It is understood that the normal procedure in allocating these votes among the different Local Authorities is to call for applications from them and make grants on the merits of each application. The eligibility of a Local Authority to receive any financial aid from the Public Exchequer should be judged primarily with reference to the question whether the Local Authority has made full use of its own rating and revenue collecting powers and whether it is making judicious and economic use of the funds already at its disposal. But the present system by which certain fixed annual subsidies are paid automatically to the Local Authorities without any reference to their needs or their financial position, and, in addition, certain other grants are made for specific purposes to a few selected Authorities, is obviously unsatisfactory. The Sanitary Board Town of Piliyandala provides a striking example of cases in which Government grants given in the past have been far in excess of the actual needs of the Local Authorities and out of proportion to their own revenues. This Town is receiving by way of various grants over Rs. 4,000 every year which is more than 50 per cent. of its total income. As the Town's needs are limited, it carries forward from year to year a surplus almost equal to two years' income.

83. Another aspect of this question is the existence of a great deal of duplication of effort, particularly in the field of medical and sanitary services. It would appear that the problem as between the Central Government and the Local Authorities is not merely financial. The Central Government in Ceylon bears the full cost of a great many services which elsewhere are undertaken by Local Authorities. In the absence of precise definitions and division of functions, the question of financial relations is bound to be delicate and fraught with difficulties. It is necessary to institute a fundamental examination of the whole problem on the basis that the Central Government's obligations to the Local Authorities relate only to such services as are of a national character.

84. It is sometimes argued, plausibly no doubt, that the total grant to Local Authorities in Ceylon which is under 3 per cent. of the revenue of the Central Government is meagre in relation to the total revenue of all the Local Authorities of the Island, whereas in England the Central Government grants are as much as one-third of all Local Government expenditure, exclusive of loans and outlay on Trading Services, or half of all County Councils' revenue from rates and grants. What is ignored is that the British Local Authorities undertake many more services than ours do. The Central Government in Ceylon spends annually, in round figures, excluding extraordinary works,—

20 million rupees on Education
14 million rupees on Medical and Sanitary Services
4 million rupees on Police
5 million rupees on Roads

totalling to 43 million rupees or about 40 per cent. of its annual Revenue. The major portion of this expenditure is, on the British standard, a hidden subsidy to our Local Authorities.

85. We do not suggest that there is a strong case for increasing local taxation, which is already a vexed question in countries much more advanced than Ceylon. The harmful effects in some respects of the commonest form of local taxation, viz., a rate on the annual value of certain classes of immovables, was recognized in the recent British Legislation derating agricultural lands entirely and industrial and transport equipment partially. The feature of public finance most marked in democratic countries like Ceylon, where a strong Central Government developed first, is that the local taxation falls most heavily on the poorer classes while the Government grants constitute a contribution from the richer classes through central taxation.

There is also the problem of the undeveloped or backward areas of the Island which have little or no rating or revenue-producing ability but require comparatively the most expenditure. Their difficulties can only be met by grants from the Central Revenue collected by comparatively progressive methods of taxation.

The ideal is to reach a fair balance for each Authority between local taxation and block grants from Central Government based on certain well defined principles.

86. Lastly, we would stress the utmost importance of inspection, as apart from the mere audit of accounts, which must invariably accompany Government grants. The scope of the inspection should cover not only the verification of the satisfactory conclusion of the services for which the grants were intended but also general questions of the administrative efficiency and progressiveness of the Local Authority. A fairly satisfactory report of Inspection should be the condition precedent to the allocation of grants. The Revenue Officers as Agents of the Central Government are, under the existing organization, the best authority to conduct such inspections and furnish reports under the general guidance of the Local Government Department.

87. We do not feel able, within the limited time at our disposal, to examine all the problems referred to in the foregoing paragraphs, nor do we think they would all come within our terms of reference. We, therefore, strongly recommend that a Financial Relations Commission with suitable terms of reference covering the points indicated by us should be appointed as early as possible.

(m) **Financial Control by the Treasury.**

88. While considering the measures that are necessary to reduce and control public expenditure, it is necessary to consider the part that is played by the Treasury in the financial management of the Ceylon Government. We might, therefore, profitably note some of the functions of the British Treasury.

89. The following extracts from Hilton Young's 'The System of National Finance', are quoted to indicate the scope and functions of the British Treasury:—

"The Treasury is a Government Office which exercises a general control over the whole business of financial administration.

In respect of estimates, the Treasury, the co-ordinating department which has the general superintendence of all financial administration, is the moving spirit.

In general, the Treasury criticises, suggests and amends (the estimates) and in any differences of opinion with the department which prepared the estimates, it has the last word.

The Treasury's first and foremost function is to consider and judge any proposal made by a department which would have the effect of imposing a new or an increased charge on the public revenue.

The class of establishment charges is that over which the control of the Treasury and its influence for economy are most close and efficient".

90. Under Article 33 of the Ceylon (State Council) Order in Council, the Financial Secretary is responsible, *inter alia*, for Finance, Supply and Establishment. According to the details of these subjects appearing on pages 7 and 8 of the Ceylon Manual of Procedure, 'Supply' includes 'Annual and Supplementary Estimates' and 'Establishments' include 'Salaries, Wages, Allowances, &c.' and 'Cadres of Staff'.

91. While the functions exercised by the British Treasury are the result of the practical experience gained in the course of centuries, those exercised by the Ceylon Treasury are all under the Order in Council, which has not defined them too comprehensively or precisely. The local Treasury in exercising its functions, which by themselves are less than those exercised by the British Treasury, is further handicapped by the fact that the Ministers and the Executive Committees are sometimes apt to consider indispensable Treasury control as unjustifiable Treasury interference. This is of course partly due to the fact that the Treasury is under the control of an Officer of State who is not responsible to the State Council.

92. For the purpose of the control exercised by the Treasury over the Island's expenditure, we might divide the expenditure broadly into two divisions—Personal Emoluments Votes and Non-Personal Emoluments Votes. As regards Personal Emoluments it is now an extremely rare thing for a Head of a Department to include in his draft Estimates a new establishments proposal about which he has not consulted the Treasury. Although the general adoption of this procedure of prior consultations by departments with the Treasury has had useful administrative results in that it has ensured suitable grading, &c., and has occasionally resulted in an actual withdrawal or reduction of demands, the Treasury position is not a strong one for two reasons.

93. In the first place the Treasury has no power to veto a new proposal; indeed such a power would be inconsistent with free institutions. It does not, however, in practice, possess the virtual power of veto which the British Treasury may be said to possess as regards new establishments proposals not involving important issues of policy. In Ceylon the smallest proposals may, and in practice do, reach the Ministerial level. Thus in Ceylon it is open to a Head of a Department to include a new establishments item in the Estimates even though the Treasury has stated that it objects to it; the only stipulation is that the Treasury reasons for that objection should be placed by the Head of the Department before the Minister and Executive Committee. The Financial Secretary recently agreed with the Chief Secretary that the correct course for a Head of a Department to take in face of a Treasury objection, which he feels that he cannot accept, is to ask his Officer of State or Minister to take up the matter with the Financial Secretary. We recommend that this procedure should be definitely prescribed.

94. The Treasury is also frequently not given sufficient time to examine new establishments proposals on their merits. Faced with a large number of such proposals at the beginning of the Estimates period it is not as a rule physically possible for the Treasury to subject those proposals to close scrutiny in consultation with the department concerned. Very often it is driven to suggesting almost purely arbitrary reductions in the proposals. Where there has been a recent investigation of a department by the Treasury Investigating Officer, the Treasury examines those proposals in the light of the Investigating Officer's report, but the results are not always effective. We recommend that the latest date for the submission of new establishment proposals to the Treasury should be the end of December in each financial year. It is the end of January at present.

95. With regard to Non-Personal Emoluments Votes the procedure of prior consultation between departments and the Treasury in regard to new proposals under Non-Personal Emoluments votes is relatively new. At the beginning of the Constitution, Sir Wilfrid Woods expressly disclaimed any direct interest in such proposals until they appeared in the annual estimates. This is clear from a circular which he issued in February, 1932. Sir Wilfrid Woods overlooked the special responsibility of the Treasury under him for new establishments proposals and this oversight was rectified by another circular soon after. As regards new proposals under Non-Personal Emoluments Votes, Sir Wilfrid Woods' view was that the former functions of Government in regard to such proposals had been transferred to the Executive Committees and that the opportunity to state the financial view on them arose when Estimates were referred to him under Article 58 (1) of the Order in Council. The system of prior consultation on new works and other new proposals involving new commitments, additions to existing commitments, or additions to staff has been developed in very recent years and the strong views expressed from time to time by the Public Accounts Committee have assisted in that development.

96. There is no procedure however under which Heads of Departments forward their annual Estimates in draft to the Treasury for observations before submitting them to their Ministers. When Departments are in possession of the Treasury view on their new establishment proposals and on those Non-Personal Emoluments proposals in respect of which prior consultation with the Treasury has been prescribed, they submit their draft Estimates to their Ministers.

97. The relevant Constitutional provision is Article 58 (1) of the Order in Council which, shorn of superfluities irrelevant to our present purpose, reads as follows:—

“ Each Minister and each Officer of State shall submit to the Board of Ministers, through the Financial Secretary, the Estimates of expenditure proposed by the *Minister's Executive Committee*, or by the Officer of State, as the case may be ; provided that no such estimates shall be submitted to the Board of Ministers until the Executive Committee or Officer of State shall have consulted the Financial Secretary and shall have considered his report. ”

The net effect of this is that an Executive Committee must have before it the views of the Financial Secretary before reaching a final decision on its draft Estimates. It appears to be open under this Article for a Minister to adopt either one of two courses. He may send his draft Estimates to the Financial Secretary for observations before they are placed before the Executive Committee or he may send them for observations after they have been dealt with by the Executive Committee. The only Ministry which at present adopts the former course is the Ministry of Agriculture and Lands; all the other Ministries send their Estimates after the Executive Committees have dealt with them. If the Financial Secretary has any important point to raise he will, of course, send the Estimates back to the Executive Committee for consideration. If there are no important points to raise he will transmit them to the Board of Ministers in the ordinary way with such observations as may be necessary. When the procedure followed by the Minister of Agriculture and Lands is adopted, the Executive Committee is in possession of the ‘ financial ’ view before it finally frames its Estimates. We recommend that this procedure should be adopted by all the Ministries.

98. From what we have stated in the preceding paragraphs it would be seen that the supervision exercised by the Treasury on public expenditure is, owing to political factors over which it has no control, to some extent ineffective. The Treasury as such has no independent constitutional functions. In England, as we have already indicated, in all matters relating to financial administration, parallel with the executive is the control of the Treasury which watches, advises, checks and co-ordinates the whole machinery. Underlying this system may be seen a certain parallelism which is the result of slow evolution. There are few governmental functions or acts which have no financial implication. So that in very many matters the executive has to share its responsibility with the Treasury. The English practice is to let the Treasury have the last say in all matters which have financial implications. We would like to see this practice grow here. At any rate in the interests of effective financial control it is necessary that the position of the Treasury should be definitely strengthened. We therefore recommend that Ministers and Executive Committees should make greater use of the Treasury for examining all new proposals having a financial bearing. If the Treasury is to fulfil its function effectively, its opinion should be accepted as final except in matters of grave importance involving Ministerial policy.

CHAPTER III.

Head 1.—His Excellency the Governor.

99. The following is a comparative statement of the expenditure under this Head from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Ra.	Ra.	Ra.
1931-32	212,549	77,710	290,259
1932-33	223,674	65,256	288,930
1933-34	222,031	58,655	280,686
1934-35	240,476	63,108	303,584
1935-36	228,627	51,312	279,939
1936-37	243,753	54,904	298,657
1937-38	237,911	49,699	287,610
1938-39 (Estimated)	232,948	67,525	300,473

100. The establishment of the Governor's Office shows the following increases on the cadre approved by the Select Committee—Sessional Paper XXVIII. of 1935:—

- 1 Class III. clerk,
- 1 Messenger,
- 1 Cycle Orderly (provided under Head 1 (A) prior to 1936-37 and now under Head 1 (B)).

101. The Secretary to the Governor has made the following recommendations:—

- (a) Suppression of one post of Class III. clerk, appearing under Head 1 (A), by the transfer to the Governor's Office of certain official work now done in the office of the Private Secretary, and by consequent re-arrangement of duties among the clerical staff.
- (b) Suppression of one post of Class I. or Class II. clerk, " if petitioning could be restricted to reasonable cases ", and
- (c) Release of 1 sweeper.

102. We accept these recommendations, the first of which, we understand, has already been given effect to.

103. We report on the question of the restriction of indiscriminate petitions and appeals to His Excellency the Governor in Chapter XVIII.

104. Since the Secretary to the Governor made the recommendations referred to in paragraph 101, one post of clerk in Special Class, General Clerical Service, in the Governor's Office, has been suppressed on the retirement of the Chief Tamil Translator and the transfer of Tamil translation work to the Translation Branch of the Education Department. We deal with this question in our report in the Chapter on the Education Ministry, paragraph 972.

105. The reductions recommended are estimated to produce the following savings:—

Personal Emoluments.—

Salaries :		Ra.	Ra.
1 Interpreter (in Special Class of the General Clerical Service)		5,500	
1 Clerk, either in Class I. or Class II.		3,000	
1 Clerk, Class III.		840	
1 Sweeper		270	
		9,610	
Allowances :			
Rent allowance (approximate)			900
Other allowances (details of which appear in our Report on Salaries, Allowances, &c.):			
(i.) Personal allowance to Clerk attached to the office of the Private Secretary to His Excellency the Governor		240	
(ii.) Personal allowance to Stenographer attached to the Office of the Private Secretary to His Excellency the Governor		120	
		360	
		10,870	

Head 2.—Supreme Court.

106. *Staff.*—The following statement shows the staff provided in the 1938-39 Estimates as compared with the provision for 1937-38 and the cadre approved by the Select Committee of the State Council in Sessional Paper XXVIII. of 1935 :—

	Select Committee.	1937-38. Estimates.	1938-39. Estimates.
Chief Justice	1 ..	1 ..	1
Puisne Justices	6 ..	8 ..	8
Registrar	1 ..	1 ..	1
Deputy Registrars	5 ..	6 ..	4
Private Secretaries to Judges	6 ..	9 ..	9
Clerks :			
Class I.	6 ..	4 ..	4
Class II.	5 ..	6 ..	6
Class III.	19 ..	20 ..	6
	30	30	16
Stenographers	11 ..	16 ..	16
Interpreter	— ..	1 ..	1
Librarian	1 ..	1 ..	1
Sword Bearer	1 ..	1 ..	1
Mace Bearer	1 ..	1 ..	1
Marshals	2 ..	2 ..	—
Court Sergeants	3 ..	3 ..	—
Binder	1 ..	1 ..	1
Arachchies and Kanganies	6 ..	6 ..	2
Peons	18 ..	21 ..	23
Bicycle Messengers	2 ..	2 ..	2
Sweepers and labourers	7 ..	8 ..	8
Staff at Chief Justice's Residence :			
Caretaker	— ..	— ..	1
Garden labourer	— ..	— ..	1

107. The expenditure of the Department from 1931-32 to 1938-39 has been as follows :—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	380,263 ..	75,499 ..	455,762
1932-33	364,572 ..	69,181 ..	433,753
1933-34	381,714 ..	64,943 ..	446,657
1934-35	380,586 ..	67,469 ..	448,055
1935-36	376,102 ..	83,688 ..	459,790
1936-37	417,088 ..	116,000 ..	533,088
1937-38	393,685 ..	70,830 ..	464,515
1938-39 (Estimated)	392,817 ..	88,950 ..	481,767

108. It will be observed that the staff in 1937-38 exceeded the numbers approved by the Select Committee in respect of the following items :—

Puisne Justices	2
Deputy Registrars	1
Private Secretaries	3
Stenographers	5
Interpreter	1
Peons	3
Sweepers and Labourers	1

109. As a result of the reorganization of the Department carried out by the Chief Justice with the assistance of Mr. M. S. Thiruvilangam, Treasury Investigating Officer, the following changes were effected in the 1937-38 cadre :—

	Decrease.	Increase.
Deputy Registrars	2*	—
Clerks	14	—
Marshals	2	—
Court Sergeants	3	—
Arachchies and Kanganies	4	—
Peons	—	2
Staff at Chief Justice's Residence :		
Caretaker	—	1
Garden labourer	—	1

* It was intended that with the retirement of one of the Deputy Registrars in 1939 another post should be suppressed. We find that there is a reduction in the 1939-40 Estimates.

The reduction in the number of Deputy Registrars was made possible by assigning the duties of the Deputy Registrars attending the Appeal Courts to the Stenographers and by utilizing the services of the Interpreters to act as Clerks of Assize (in place of the Deputy Registrars) as far as practicable.

The reduction in the clerical staff was due to the transference of the typing of appeal briefs to the lower Courts to be done on a piece-rate basis.

The services of Arachchies, Marshals and Court Sergeants were discontinued in accordance with the decision of the Chief Justice to dispense with certain ceremonial formalities that were being followed till then.

The list of reductions in staff effected under the reorganization will not be complete unless mention is made of the fact that provision of Rs. 40,000 for " Commissioners of Assize and Staff " and of Rs. 540 for " Allowances to 2 clerks for officiating as part-time Deputy Registrars at Rs. 22.50 per mensem each " was also omitted from the 1938-39 Estimates.

The net saving effected as a result of the reorganization referred to above amounted, in round figures, to Rs. 82,000.

110. Despite the considerable economies effected so recently as two years ago, investigations into the working of the Registry disclosed certain other possible avenues of retrenchment which we discussed in detail with the Acting Registrar. The results of our discussions are embodied in the recommendations which follow. The Acting Chief Justice very kindly favoured us with his views on the recommendations we proposed to submit.

111. *Puisne Justices*.—It was found in 1936 that the work of the Supreme Court was considerably in arrear, particularly on the civil side; moreover, proposals were under consideration for the establishment of a Court of Criminal Appeal. Application was therefore made for an increase in the number of Puisne Justices and the number was increased by two in the Estimates for 1937-38. The Court of Criminal Appeal is being established in October next and we see no possibility of effecting any reduction in the number of Puisne Justices.

112. *Deputy Registrars*.—There are at present 4 posts of Deputy Registrar shown in the Estimates. It was agreed, however, when the Department was reorganized in 1937, that when the next vacancy occurred a further reduction in the number of Deputy Registrars should be effected. We understand that the First Deputy Registrar will be retiring in August, 1939, and this post can then be suppressed. This will leave a staff of 1 Registrar and 3 Deputy Registrars. One of the Deputy Registrars will attend to work connected with the listing of cases, various applications to Courts, decree work and the taxing of bills; another will be the Office Assistant attending to all financial work of the Courts and staff matters; and the third will be in charge of the work of the Court of Criminal Appeal.

113. *Clerical Staff and Interpreters*.—The total clerical staff at present, including the Clerical Service officers working as Interpreters is 16; in addition, there is one post of Interpreter separately itemised. Of the 16 Clerical Service officers 6 are working solely as Interpreters. We gathered the impression that the Chief Clerk was given very light duties in the office, probably because in the past he was not infrequently called upon to officiate as Deputy Registrar in the Courts. Now that the Interpreters and Stenographers act as Clerks of Assize and as Clerks of Appeal respectively, the Chief Clerk is not likely to be called upon to officiate as Deputy Registrar in the Courts in future. We are of the opinion that his duties can quite easily be distributed over the rest of the staff, and we have no hesitation in recommending the suppression of the post of Chief Clerk. The Acting Registrar concurred in this proposal.

As regards the Interpreters, we found that they confine themselves to interpreting work only and do not attend office on Saturdays and during the vacations; nor do they perform any duties until the Courts sit at 11 A.M. These officers are Clerical Service officers and we see no reason why they should not be called upon to perform clerical duties on Saturdays, during vacations and during the period before the Courts sit. It might be found desirable to grant them compulsory leave during the vacations. We think that they could very well be given

specific items of work such, for instance, as the drawing up of Proctors' Certificates: this latter work alone would result in a saving of overtime amounting to Rs. 150 a year. The Librarian, too, whose duties in the Library do not keep him fully occupied, should be given certain items of clerical work which he could attend to while remaining in the Library. In view of the possibility of clerical assistance being afforded to the office by the Interpreters and the Librarian, the Acting Registrar agreed not to press for the appointment of an extra clerk to attend to the work of the Court of Criminal Appeal—a post already included in the Estimates for next year. The Acting Registrar further agreed to examine the position at the end of the year, after assessing the amount of extra work cast upon the Department by the establishment of the Court of Criminal Appeal, and report whether he could not release another clerk. We are inclined to the view that retrenchment of the further clerk would eventually be possible.

The Acting Registrar also agreed to endeavour to arrange for a clerk to be given fairly light clerical work in order that he might be available for interpretation work in Colombo, thus avoiding the necessity of employing temporary Interpreters.

114. *Stenographers*.—There are at present 16 Stenographers including the Chief Stenographer. The number has risen from 7 in 1934-35 to 8 in 1935-36, 12 in 1936-37 and 16 in 1937-38 and 1938-39. There are ordinarily sitting at one time 4 Assize Courts and two or three Appeal Courts. In the Appeal Courts only one Stenographer works as it is only the judgment that has to be taken down in shorthand. In the Assize Courts it appears to be the practice to detail 3 Stenographers to each Court. These Courts generally sit for 5 days in the week for 4 or 5 hours a day. Two Stenographers work alternately taking down the notes of evidence while the third Stenographer is kept in reserve to help in recording the summing-up. The notes of evidence are transcribed in a large number of cases but the summing-up is transcribed only in certain special cases.

In Malaya and India notes of evidence, except in murder cases, are not ordinarily transcribed and we consider that this practice should be followed here. Even at present we doubt very much whether it is necessary to allot 3 Stenographers to each Assize Court: if the Indian system were adopted as recommended by us, there would certainly be no necessity to assign more than 2 Stenographers to each Assize Court, and it should be easily possible to reduce the total number of Stenographers by 2. We recommend accordingly. We were informed that the Stenographers too do not attend office during vacations. We consider that they, as in the case of Interpreters, should be required to work during the vacations or given compulsory leave during such periods if suitable work cannot be found for them.

115. *Private Secretaries*.—There are 9 Private Secretaries, one for each Judge. The post of Private Secretary to the Chief Justice was recently made permanent; the others are temporary posts. Each of the Puisne Justices selects his own Private Secretary. While we are prepared to agree that it is essential for the Chief Justice to have a permanent Private Secretary, we do not see the necessity for the retention of the Private Secretaries to the Puisne Justices. In the past, prior to the appointment of Stenographers, it was perhaps necessary for Judges to be provided with Private Secretaries who could attend to their correspondence and their travelling arrangements, take down dictated judgments, arrange for the submission of the necessary law books and attend to various orders and directions. But now that a staff of Stenographers is provided it seems to us that it should be easily possible to follow the practice in India whereby a Shorthand-writer is assigned to each Judge as a personal clerk. This Shorthand-writer performs the duties carried out by a Private Secretary in Ceylon, and in addition, at Assizes he takes turns with one other Stenographer in taking down the notes of evidence and the Judge's charge to the Jury in murder cases. If the transcription of notes of evidence is normally restricted to murder cases as recommended in paragraph 113 above, we see no reason why more than 2 Stenographers need be assigned to each Assize Court even if the Judge's Chamber-work is added on to one of them. We consider, therefore, that the Stenographers, even if their total number is reduced by two, could quite easily manage the work now performed by the Private Secretaries to the Puisne Justices. The total cost of these

8 Private Secretaries, including batta, amounts to approximately Rs. 28,000 per annum, and we do not see that there is either a need or an adequate return for this expenditure. We recommend, therefore, the suppression of the 8 posts of Private Secretary, the work being given over to 8 of the Stenographers who should be assigned to the respective Puisne Justices. These officers should be granted an allowance of, say, Rs. 15 per mensem to remunerate them for the additional work—sometimes to be done out of office hours—that they will be called upon to perform.

116. *Minor Employees.*—The Acting Registrar agreed to reduce the number of peons by 3 and the number of sweepers and labourers by 1.

117. We discussed the proposals in paragraphs 111 to 115 above with the Acting Chief Justice. The Acting Chief Justice had no objection to the above proposals being put into effect with the exception of:—

- (a) The suppression of the post of Chief Clerk.
- (b) The reduction in the total number of Stenographers.
- (c) The suppression of the 8 posts of Private Secretary to Puisne Justices.

As regards (a) the Acting Chief Justice expressed the view that, so far as his information and knowledge went, it would not be possible to retrench the post of Chief Clerk: as regards (c) he was strongly of the opinion that the Private Secretaries to the Puisne Justices should continue as at present. In any event, he desired that these particular recommendations should not be put into effect until the permanent Chief Justice had been afforded an opportunity of commenting on them. We agree with the view that it would be very desirable that these particular matters should be submitted to the permanent Chief Justice and would suggest their being held over until the return of Sir Sidney Abrahams.

118. *Savings.*—The reductions recommended are estimated to produce the following savings:—

Personal Emoluments.—

Salaries :

	Rs.	Rs.
1 Deputy Registrar	7,650	
8 Private Secretaries	22,400	
1 Clerk, Class I.	3,630	
2 Stenographers	2,844	
3 Peons	1,116	
1 Labourer	270	
Remuneration to Acting Interpreters	600	
Overtime	150	
		38,660

Allowances :

Rent allowance (approximate)	2,250	
Overtime allowance to the Recordkeeper and Assistant Recordkeeper (details of which appear in our Report on Salaries and Allowances)	480	
		2,730
		41,390

Less allowance to 8 Stenographers for attending to the duties of Private Secretaries to Judges at Rs. 15 per mensem	1,440	
		39,950

Other Charges.—

Sub-head 2, Travelling Expenses of Private Secretaries	5,500	
		45,450

Head 3.—State Council.

119.—The following is a comparative statement of the expenditure under this Head from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32	101,342	288,157	389,499
1932-33	104,707	247,019	351,726
1933-34	104,272	280,938	385,210
1934-35	121,498	357,501	478,999
1935-36	112,224	276,934	389,158
1936-37	126,297	435,294	561,591
1937-38	120,170	345,159	465,329
1938-39 (Estimated) ..	132,621	349,470	482,091

120. We have submitted to the Honourable the Speaker the following recommendations on the expenditure provided under Head 3 in the 1938-39 Estimates.

121. *Deputy Clerk.*—It was agreed at an interview which the Speaker was pleased to grant the Commission in November, 1938, that the most pressing question at that time as regards the staff of the State Council was the appointment of a Deputy Clerk. It was, however, not considered desirable to recruit for this post an officer not already in the Government Service, in view of a possible change in the requirements of the Board of Ministers as well as of the State Council as a result of the impending revision of the Constitution. Under a reformed Constitution it might be found necessary to separate the office of Secretary, Board of Ministers, from that of Clerk to the Council. Moreover, there might be an appreciable alteration in the volume of the business transacted by the Council. In these circumstances, the appointment of an officer outside the Public Service was considered inadvisable as it would be difficult to suppress the post if it were found superfluous under altered conditions. It was, therefore, agreed that, pending the revision of the Constitution, a senior officer already in the Public Service, who is likely to retire in two or three years, or a seconded junior Civil Servant might be appointed to the post of Deputy Clerk. For such an appointment we accept the salary scale provided in the Estimates.

122. *Separate Clerical staff.*—The necessity for, and the usefulness of, a separate staff for the Speaker were agreed to in principle. But, it was decided at one of our interviews with the Speaker that, pending the introduction of the revised Constitution, the formation of a closed service should be deferred. It was, however, agreed that, for the present, there would be no objection to the Speaker being vested with complete control over his staff, with authority to submit disciplinary matters, questions of remuneration, and so on, direct to the Governor instead of through the Chief Secretary, the Public Services Commission, or the Treasury, as the case may be.

It was further agreed that, meanwhile, the staff would not break their connection with the General Clerical Service or other Scheme to which they belong; and their eligibility to serve in other departments would remain in force until an entirely closed service is formed with the introduction of the revised Constitution, when they would be given a final time limit within which they might elect to revert to the general service to which they belong or remain on the staff of the Council.

After the issue of our First Interim Report containing the above proposals we received a letter from the Honourable the Speaker in which he stated that, as representations had been made to him by members of the State Council that the decision of the Council for the formation of a "closed" service should be given effect to without any delay, he was unable to agree with our recommendation to postpone the formation of a separate service. The appropriate salary scales for such a "closed" service for the Council staff will be recommended by us in our Report on Salaries and Allowances.

123. *Post of clerk.*—It was agreed that with the appointment of Deputy Clerk to the Council, one post of clerk for the office provided for in the current Estimates will not be filled, as a retrenchment measure.

Head 4.—Audit Office.

124. A comparative statement of the expenditure of the Department from 1931-32 to 1938-39 is given below:—

		Personal Emoluments. Ra.	Other Charges. Ra.	Total. Ra.
1931-32	..	414,034	29,608	443,642
1932-33	..	427,451	25,825	453,276
1933-34	..	439,613	21,566	461,179
1934-35	..	446,568	26,306	472,874
1935-36	..	455,324	30,834	486,158
1936-37	..	472,011	30,636	502,647
1937-38	..	483,667	34,215	517,882
1938-39 (Estimated)	..	516,823	49,500	566,323

The amounts credited to Revenue during this period on account of fees for the audit of accounts of Local Authorities, &c., are as follow:—

		Ra.
1931-32	..	111,448
1932-33	..	88,659
1934-35	..	120,181
1935-36	..	132,922
1936-37	..	128,571
1937-38	..	55,986
1938-39 (Estimated)	..	128,294

125. The following is the cadre of the Audit Department as appearing in the Estimates for 1938-39 compared with the recommendation made by the Select Committee of the State Council in Sessional Paper XXVIII. of 1935:

	1938-39 Estimates.	Select Committee.
Auditor-General	1	1
Deputy Auditor-General	1	1
Assistant Auditor for Railways	1	1
Chief Audit Examiners	6	6
Clerks:		
Special Class	1	1
Class I.	12	9
Class II.	122	104
Class III.	56	34
Railway, Class II.	1	12
Railway, Class III.	2	—

126. The increase in the staff between 1935 and 1938 is mainly due to the work undertaken by the Department in connection with the audit of additional accounts: e.g., Tea and Rubber Control, State Mortgage Bank, Board of Indigenous Medicine, Ceylon Coconut Board, Village Committees, &c. It is also due to increased work consequent on the introduction of direct payments of salaries to teachers and the feeding of school children by the Education Department. In most of these cases the cost of the additional staff is recovered from the funds concerned and credited to Revenue.

127. In regard to the first three appointments in the list, we do not consider that any retrenchment can be effected at the present time and we do not, therefore, make any recommendations in regard to them.

128. *Chief Audit Examiners.*—By a rearrangement of duties the Auditor-General has agreed to reduce the number from 6 to 5.

129. *Chief Clerk—Special Class, Clerical Service.*—The holder of this post has been transferred to the Excise Department but the resulting vacancy has not been filled. The duties of the Chief Clerk are now shared by the Chief Audit Examiners and a senior clerk and the Auditor-General has agreed to suppress the post.

130. *Other Clerical Staff.*—The sanctioned strength according to the current year's Estimates is 193 clerks. Of these, 22 clerks will not be appointed until the Village Communities Amendment Ordinance operates, and one clerk will not

be appointed unless the Treasury sanctions an annual audit of the Ceylon Defence Force Corps Funds. The present strength may, therefore, be taken as 170. By alterations in the method of examination of accounts and books, and by re-distributing the work among the Examiners in the various Branches, it is proposed to retrench 16 clerks, distributed as follows :

- 1 Clerk, Class I.
- 11 Clerks, Class II.
- 4 Clerks, Class III.

In the re-distribution of work allowance is made for two stenographers and we see no objection to their employment. The net reduction in number is, therefore, 14. The Auditor-General further proposes to replace 18 Class II. clerks by Class III. clerks, as vacancies occur.

131. *Minor Employees.*—It is found possible to release 1 labourer.

132. The reductions recommended above will result in a saving of Rs. 61,015 as indicated below :

Personal Emoluments.—

	Rs.	Rs.
Salaries :		
1 Chief Audit Examiner	7,425	
1 Chief Clerk (Special Class)	5,000	
1 Clerk, Class I.	3,600	
11 Clerks, Class II.	19,800	
4 Clerks, Class III.	3,600	
1 Labourer	270	
Difference between the salaries of 18 Class II. Clerks and the salaries of an equal number of Class III. Clerks (approximate)	16,200	
	<hr/>	55,895
Less salaries of 2 Stenographers to be appointed (approximate) .. ..	..	3,000
		<hr/>
		52,895
Allowances :		
Rent allowance (approximate)	5,000	
Other allowances (details of which appear in our Report on Salaries, Allowances, &c.)—		
(i.) Allowances to 5 Heads of Branches	1,200	
(ii.) Allowances to 8 District Examiners	1,920	
	<hr/>	8,120
		<hr/>
		61,015
		<hr/>

CHAPTER IV.

CHIEF SECRETARY.

133. The following is a comparative statement of the expenditure of all the departments under the Chief Secretary in 1931-32 and 1937-38 :—

	Expenditure in 1931-32.			Expenditure in 1937-38.		
	Personal Emoluments.	Other Charges.	Total.	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Chief Secretary	230,310..	97,457..	327,767..	223,562..	40,449..	264,011
*Civil Service	370,154..	— ..	370,154..	391,527..	— ..	391,527
*Clerical Service	40,340..	— ..	40,340..	70,382..	— ..	70,382
Defence	— ..	1,983,741..	1,983,741..	— ..	3,980,142..	3,980,142
Ceylon Naval Volunteer Force	— ..	— ..	— ..	— ..	4,793..	4,793
Coast Lights	— ..	— ..	— ..	14,005..	7,537..	21,542
	640,804	2,081,198	2,722,002	699,476	4,032,921	4,732,397

The 1937-38 expenditure of the departments under the Chief Secretary shows an increase of Rs. 2,010,395 over the expenditure in 1931-32. This is accounted for mainly by the increase in expenditure on Defence.

Head 5.—Chief Secretary.

134. The following is a comparative statement of the expenditure under this Head from 1931-32 to 1938-39 :—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	230,310	97,457	327,767
1932-33	219,548	71,337	290,885
1933-34	227,430	62,950	290,380
1934-35	217,831	66,491	284,322
1935-36	229,035	72,773	301,808
1936-37	230,701	52,528	283,229
1937-38	223,562	40,449	264,011
1938-39 (Estimated)	238,104	43,860	281,964

The establishment of the Chief Secretary's Office shows the following increases on the Cadre approved by the Select Committee—Sessional Paper XXVIII of 1935 :—

Assistant Government Archivist	..	1 (Temporary Officer on agreement for special work)
Clerk, Class II.	..	1 (Clerk to be trained under the above-mentioned officer)
Building Supervisor	..	1
Documents Repairers	..	2
Peons	..	6
Watchers	..	3

As regards sweepers, the establishment as shown in the Estimates for 1938-39 indicates a reduction by one post.

The Deputy Chief Secretary has made the following recommendations which we accept :—

- One Class III. clerk to be retrenched if the introduction of more stringent rules regarding petitions results in a reduction in the number of disciplinary appeals.
- One Class I. clerk to be retrenched and the special allowance of Rs. 300 per annum withdrawn, if the experiment of abolishing the Confidential Branch proves successful.
- One of the three new posts of watchers to be retrenched.

* Exclusive of the salaries and allowances of officers of the Civil and Clerical Services provided for under other Heads of Expenditure.

135. In paragraph 389 under Head 28—Government Press, we have recommended the transfer of the sale of Government Publications from the Government Record-keeper to the Government Printer. If this recommendation is given effect to, the following further reductions in the clerical staff would be possible:—

- 1 Clerk, Class I.
- 3 Clerks, Class III.

136. Our recommendations are estimated to produce the following annual savings:—

Personal Emoluments.—

	Rs.	Rs.
Salaries :		
2 Clerks, Class I.	7,260	
4 Clerks, Class III.	3,360	
1 Watcher	360	
	10,980	
Allowances :		
Rent Allowance (approximate)	1,000	
Other allowances (details of which appear in our Report on Salaries, Allowances, &c.):		
(i.) Personal allowance to Head of Confidential Branch	300	
(ii.) Allowance to Government Archivist for translating Dutch Records	1,200	
	2,500	
		13,480

Head 6.—Civil Service.

137. The Cadre of the Civil Service is dealt with in our Report on Salaries, Allowances, &c.

Our recommendation in respect of allowances to Cadets, details of which appear in the same Report, is expected to produce an annual saving of approximately Rs. 1,000.

Head 7.—Clerical Service.

138. The Cadre of the Clerical Service is dealt with in our Report on Salaries, Allowances, &c.

Head 8.—Defence.

139. The following is a comparative statement of the expenditure under this Head from 1931-32 to 1938-39:—

	Rs.
1931-32	1,983,741
1932-33	1,880,816
1933-34	1,890,983
1934-35	2,021,665
1935-36	2,116,526
1936-37	2,765,302
1937-38	3,980,142
1938-39 (Estimated)	4,464,580

140. It will be observed that the expenditure under this Head has risen from Rs. 2,765,302 in 1936-37 to Rs. 4,464,580, which is the estimate for the current year. The rise of Rs. 1,699,278 is due chiefly to the following increased provision:—

	Rs.
Ceylon Defence Force :	
Recurrent Expenditure	118,909
Special Expenditure	19,507
Chief Secretary :	
Military Contribution (provided by special law)	1,492,467
Special Expenditure	69,356

141. We have not inquired into the question of the rise in the military contribution. Moreover, owing to the need that exists for re-armament and the modernisation of the Defence organisation, we make no comment on the proposed

Special Expenditure. We have, however, examined the items of Recurrent Expenditure under Ceylon Defence Force and pointed out to the Commandant, Ceylon Defence Force, that the expenditure under these items tends to increase from year to year without any apparent improvement in the service rendered. The Commandant has informed us that his forecast of the limit of Recurrent Expenditure for the Ceylon Defence Force, as at present constituted, is Rs. 1,035,000 per annum.

142. *Mobilised Detachment, Ceylon Light Infantry.*—The Commandant, Ceylon Defence Force, drew our attention to the fact that there are about 200 men and officers of the Ceylon Light Infantry permanently mobilised in rotation in the Echelon Barracks, Colombo, and that their chief duties constitute the furnishing of some 5 guards. He suggested that the guards provided by this detachment could be equally well carried out by police or civilian watchmen, at a very small cost, and recommended, as a measure of retrenchment, that the detachment be demobilised. The saving anticipated by this step is—

	Rs.
Sub-head 1	155,000
Sub-head 13	74,000
	229,000

143. We were informed that about 8 policemen and 6 civilian watchmen could do the guard duties performed by the mobilised detachment of the Ceylon Light Infantry. The guards in question are—

- (i) *Welikade Magazine (2 Non-Commissioned Officers and 6 Privates of the Ceylon Light Infantry)*: This duty could be taken over by the Police. A continuous guard at this place will require 8 policemen.
- (ii) *Ordnance Depot*: {
- (iii) *Flagstaff*: { These two continuous guards (each of 1 Non-Commissioned Officer and 3 Privates) can each be undertaken by two watchmen.
- (iv) *Military Headquarters (1 Non-Commissioned Officer and 3 Privates)*: The guard is required by night only and can be undertaken by one watchman.
- (v) *Ceylon Light Infantry Headquarters*: The guard is required by night only and can be undertaken by one watchman.

144. In the early stages of our investigation we discussed the proposal to demobilise the Ceylon Light Infantry Detachment, at a conference with the Hon. the Chief Secretary, the Brigadier Commanding Troops and the Staff Officer of the Ceylon Defence Force. The Officer Commanding the Ceylon Light Infantry also appeared before us.

145. The chief reason against demobilisation is the difficulty in regard to the unemployed members of the Corps. The actual strength of the Ceylon Light Infantry is 39 Officers and 758 other ranks and the Reservists number about 93 in all. Of these, only 3 Officers and 203 other ranks are mobilised at a time in rotation. There appears to have been a detachment of the Ceylon Light Infantry always under mobilisation since 1915. At first the number was very much more, but it was gradually reduced to the present figure. The Force being a volunteer organization, it is an essential condition of recruitment that every recruit should have a civilian employment or sufficient private means to maintain himself and his family. But in actual practice, a large number of "other ranks" have no civilian employment. For instance, in 1936 the battalion strength was 906, of which 563 were mobilised during the year in rotation. Of the 563 mobilised, 102 only were employed men and 461 had no civilian employment. The unemployed volunteer is no doubt a useful member of a mobilised detachment, as he can take turns with his employed colleague and relieve him during office hours for his civilian duty. Though according to the total number in the Force it might be unnecessary for any member to remain in barracks longer than 3 months in any one year, in 1936, 36 men were mobilised for a period of over 9 months, 108 for periods between

6 and 9 months, 118 between 4 and 6 months and 60 between 3 and 4 months. The above figures cover many broken periods of mobilisation, as an examination disclosed very few who had been continuously in barracks for a considerable length of time.

146. It was agreed on all sides that the mobilised detachment of the Ceylon Light Infantry is a great source of strength to the Force as a training centre for its members and that the present high standard of parade and drill efficiency is liable to be lowered by the demobilisation of the detachment. There is also a fear that if the opportunities of even intermittent "employment" by mobilisation are removed, the Force will suffer loss not only in efficiency but in numbers. As against this, we were informed that the Force, through no fault of its own, is of little "military value" owing to the want of field training, to which purpose continuous mobilisation for guard and other duties is more a hindrance than an aid. It was pointed out by the supporters of the retention of the mobilised detachment that the main purpose of the mobilisation was to keep the unit fully trained and ready to deal with any emergency and that, if that training has been incomplete in any respect, the remedy lay in giving the necessary field training even at this stage.

147. The Brigadier Commanding Troops, Ceylon, to whom the question was again referred, stated that the lack of field training was due to the fact that, owing to the Officers of the detachment and a proportion of the men having civil employment and to the detachment having its guard duties, it had to be stationed in Colombo, where facilities for field training are practically non-existent. He considered that, to render the company really efficient, it would be necessary for it to spend some months in the year at Diyatalawa or elsewhere in the Island. He has accordingly agreed to a proposal of the Commandant, Ceylon Defence Force, to send a platoon of the mobilised detachment to Diyatalawa in April this year for intensive training for two or three months. This platoon will act as a demonstration platoon for the Infantry of the Ceylon Defence Force.

148. In view of the unsettled state of the world situation and of the necessity for strengthening the defence of the country, we are of the opinion that the effort now being made to increase the "military value" of the mobilised detachment is worthwhile and most opportune. We would, therefore, make no recommendation for its demobilisation at this stage.

149. *Alternative suggestion for retrenchment.*—As an alternative to demobilisation, the Officer Commanding the Ceylon Light Infantry suggested a saving of Rs. 54,958 as under, out of the total expenditure of Rs. 229,000 incurred on the mobilised detachment:—

	Rs.
(1) Reduction in ration and extra messing allowance from 84 cents per man to 54 cents	22,229
(2) Non-payment of certain allowances to Officers	3,329
(3) Discontinuance of separation allowance to the men	26,400
(4) Non-issue of sheets and mosquito nets and saving on washing	3,000
	54,958

A further measure of retrenchment has been suggested. The Ceylon Defence Force soldiers who fulfil certain conditions are now paid Rs. 84 per annum, including Rs. 10 for attendance at camp which, it is desired, should not be interfered with. It has been proposed that the sum of Rs. 74 now paid should be reduced by the amount of mobilised pay, exclusive of allowances, drawn during the year by a member of the Ceylon Light Infantry. This is estimated to produce a saving of Rs. 50,000 per annum.

The total saving on the expenditure on the mobilised detachment is Rs. 104,958 per annum.

150. *Amalgamation of the Ceylon Defence Force with the Military Headquarters.*—At present there are the following two distinct Military Headquarters:—

(1) Military Headquarters consisting of the following Staff Officers:—

Brigadier,
Staff Officer " G ", and
Staff Officer " A " and " Q ".

(2) Ceylon Defence Force Headquarters consisting of:—

Commandant,
Staff Officer, and
Staff Captain.

The Commandant, Ceylon Defence Force, in his Economy Programme, suggested that economy in personnel and less duplication of work could be achieved by combining these two Headquarters and put forward certain proposals with regard to reduction in staff. He also estimated that the annual saving to the Ceylon Government, if his proposals were given effect to, would be £1,200 per annum. We discussed the matter with the Brigadier Commanding the Troops. He stated that the War Office had considered this proposal at the time when he took over the Ceylon command, but did not approve of it. He added that the present time, when Military Headquarters was so pre-occupied with re-armament and expansion of defence, was inopportune for the favourable consideration of the proposal. He, however, thought that, if the re-armament programme ceased or slowed down as is anticipated in about three years' time and the proposal for amalgamation was revived then, he would be in a position to recommend it to the War Office.

We agreed that the consideration of the proposal for amalgamation of the two Headquarters should be deferred.

151. *Staff.*—The staff of the Defence Force remains substantially the same as that approved by the Select Committee of the State Council (Sessional Paper XXVIII. of 1935). Recently, on the amalgamation of the Ceylon Mounted Rifles with the Ceylon Planters' Rifle Corps, one clerk in Class III. was retrenched.

152. *Stationery, &c. (Sub-head 3).*—The Commandant, Ceylon Defence Force, has agreed to the provision under this sub-head being reduced to Rs. 3,000.

153. *Uniforms (Sub-head 10).*—We took up with the Commandant, Ceylon Defence Force, the possibility of effecting a reduction in the issue of uniforms. He reported that, prior to October, 1938, the initial issue of uniforms to members enrolling in the Ceylon Defence Force was governed by a sum of money payable at a rate approved by His Excellency the Governor and that replacement of articles of uniform was a Corps responsibility and was a charge to the Corps Capitation Account. He also stated that, as a result of examination by the Department of the Auditor-General, it was brought to light that certain Corps were making a profit from the supply of uniforms to recruits and that, after careful consideration, he had laid down a scale of issue to recruits and had also, as from October, 1938, limited-payment from Government Funds to the actual cost of articles supplied. He thought it extremely difficult to lay down a " life " for each article owing to the fact that some Corps wear uniform more frequently than others and stated that he was not in a position to say at present whether the scales of replacement could not be reduced. He undertook, however, to take up the question of replacements if and when the new system with regard to the capitation grants is brought into force.

154. *Medical and Dental treatment to Instructors and their families (Sub-head 12).*—We thought that the above services could be performed by the Medical and Dental Organization of the Government and suggested to the Commandant to find out if a satisfactory arrangement can be made with the Medical Department for this service, in which event nearly three-fourths of the provision under this sub-head can be saved. We are now informed that the Medical Department has undertaken this service from May 1, 1939.

155. The reductions recommended are estimated to produce the following savings.—

Personal Emoluments.—

	Rs.	Rs.
Salaries :		
1 Clerk, Class III.	840	
Allowances :		
Pay and allowance to Ceylon Light Infantry	50,000	
Allowance to Civil Master Armourer (details of which appear in our Report on Salaries, Allowances, &c.)	300	
	51,140	

Other Charges.—

Sub-head 3, Stationery	450	
Sub-head 12, Medical and Dental treatment to Instructors and their families	1,500	
Sub-head 13, Mobilised Detachment, Ceylon Light Infantry	54,958	
	56,908	
	108,048	

Head 9.—The Ceylon Naval Volunteer Force.

156. Though provision has appeared in the Estimates under this Head of Expenditure since 1935-36, a start was made only in 1937-38 in the training of Volunteers and the posts provided under Personal Emoluments were filled only this year. The staff, as appearing in the 1938-39 Estimates, is as follows :—

Officer Instructor	1
Chief Petty Officer Instructor	1
Clerk, Class II.	1
Cycle Orderly	1
Arms Cleaner	1
Caretaker of Drill Hall	1

In view of the need that exists at present for the strengthening of this organization and the skeleton nature of the above establishment, we do not propose any retrenchment in this newly created Department.

157. We discussed, however, with the Commanding Officer the question of the Sea Training Rates now paid to the Volunteers. These rates are based on the daily rates of Camp Allowance laid down for the Ceylon Defence Force, but it is to be observed that the Ceylon Defence Force Camp Allowance rates are intended to cover a 24 hour day, whereas a period of only 4 hours at sea is reckoned as a day's Sea Training. Viewed in this light, it appears to us quite possible that these allowances are somewhat high and we recommend that they be reviewed by the Treasury.

Head 10.—Coast Lights.

158. The Chairman, Colombo Port Commission, is also Superintendent of Coast Lights. The staff under this Head includes one Inspector of Lights on the salary scale of Rs. 2,400—120—Rs. 4,000. This officer is due to retire shortly. When the present Inspector of Lights retires, his successor should be appointed on the lower scale of salary recommended in our Report on Salaries, Allowances, &c.

Summary of Savings.

159. The following is a summary of the savings effected in the Departments under the Chief Secretary :—

	Rs.
Chief Secretary	13,480
Civil Service	1,000
Defence	108,048
	122,528

CHAPTER V.
LEGAL SECRETARY.

160. The following is a comparative statement of the expenditure of all the departments under the Legal Secretary in 1931-32 and 1937-38:—

	Expenditure in 1931-32.			Expenditure in 1937-38.		
	Personal Emoluments.	Other Charges.	Total.	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Legal Secretary ..	—	—	—	95,058..	48,485..	143,543
Attorney-General ..	310,113..	41,528..	351,639..	199,992..	39,834..	239,826
Legal Draftsman ..	—	—	—	78,254..	28,109..	106,363
Public Trustee ..	110,396..	8,132..	118,528..	113,462..	11,581..	125,043
District Courts ..	814,817..	34,552..	849,369..	827,188..	35,856..	863,043
Courts of Requests and Magistrates' Courts ..	459,978..	38,780..	498,758..	448,873..	44,263..	493,136
Village Tribunals ..	130,413..	27,084..	157,497..	249,199..	49,653..	298,852
Fiscals ..	436,878..	498,428..	935,306..	433,132..	439,956..	873,088
	<u>2,262,595</u>	<u>648,502</u>	<u>2,911,097</u>	<u>2,445,158</u>	<u>697,736</u>	<u>3,142,894</u>

161. The expenditure in 1937-38 shows a net increase of Rs. 231,797 over that in 1931-32 of which Rs. 182,563 is due to the increase on Personal Emoluments. The effect of the reorganization of the old Attorney-General's Department into 3 Departments will be dealt with in the subsequent paragraphs. But it should be noted here that there has been actually a small decrease in the expenditure under "Courts of Requests and Magistrates' Courts" and "Fiscals". The expenditure on "Village Tribunals", however, shows a very big increase which is due to two causes: firstly, the clerical and other staff of Village Tribunals were transferred from Provincial Administration to this Head in 1935-36, and secondly, there has been an increase in the number of Presidents, which was 53 in 1931 as against 59 in 1938. The latter measure arose from a desire to remove from Chief Headmen and Village Committees the judicial functions hitherto exercised by them.

Reorganization of the Old Department of the Attorney-General into three Separate Departments.

162. Prior to the introduction of the new Constitution in 1931 the Attorney-General's Department, in addition to the purely legal work associated with the office of the Law Officer of the Crown, discharged some of the duties now performed by the Legal Secretary's Department and was also responsible for the work of the Legal Draftsman. A separate Legal Draftsman was appointed in August, 1927, but the Draftsman's Office was constituted a separate Department by Rule No. 17 of the statement of Administrative Procedure in July, 1931. There was, however, no separate Head for the Legal Draftsman in the Estimates until 1936-37.

163. The superior staff of the Attorney-General's Department immediately before the introduction of the new Constitution was as follows:—

Attorney-General ..	..	..	..	..	1
Solicitor-General ..	..	..	..	..	1
Deputy Solicitor-General ..	..	..	..	..	1
Assistant to the Attorney-General ..	..	..	..	..	1
Crown Counsel ..	..	..	..	..	8
Legal Draftsman ..	..	..	..	..	1
Assistant Legal Draftsman ..	..	..	..	..	1

164. From July, 1931, to October 1, 1936, the Attorney-General performed, in addition to his functions as a Law Officer, all the present duties of the Legal

Secretary. He was assisted in the performance of the latter duties by the Assistant to the Attorney-General: in order that he might have further assistance in the performance of these duties a new post of ninth Crown Counsel was created on October 1, 1934. In connection with the dual functions of the Attorney-General prior to October 1, 1936, it should, however, be pointed out that the time at the disposal of himself and the senior members of his staff was not sufficient to allow of regular and systematic supervision of the Courts.

165. A separate office of Legal Secretary was created on October 1, 1936, and from that date the functions hitherto performed by the Attorney-General alone have been spread over three Departments, viz.,

- (a) The Legal Secretary;
- (b) The Attorney-General;
- (c) The Legal Draftsman.

166. Immediately prior to the reorganization of 1936 the superior staff of the Attorney-General's Department (including the Legal Draftsman's section) consisted of:—

The Attorney-General,
 The Solicitor-General,
 The Deputy Solicitor-General,
 The Assistant to the Attorney-General.
 9 Crown Counsel,
 1 Legal Draftsman,
 2 Assistant Legal Draftsmen,
 2 Assistant Legal Draftsmen (Temporary).

With the division into three separate Departments the posts of Deputy Solicitor-General and Assistant to the Attorney-General were suppressed but the Legal Secretary was given the following staff:—

Principal Assistant	..	..	..	..	1
Assistants	..	..	..	..	2

The superior staff of the Legal Draftsman's Department remained for the moment at:—

Legal Draftsman	..	..	..	..	1
Assistant Legal Draftsmen	..	..	..	..	2
Assistant Legal Draftsmen (Temporary)		..	..	..	2

It will be observed that with the change-over there was a net increase in staff of two superior officers.

167. The higher staff of the Departments of the Legal Secretary and the Attorney-General has not been increased since the reorganization but the two temporary Assistants to the Legal Draftsman were permanently added to his establishment in 1936-37 and 1938-39 respectively and another temporary post of Assistant Legal Draftsman was added in 1938-39. Thus, whereas the superior staff of the Legal Draftsman's Department consisted of 3 permanent and 2 temporary officers in all immediately before the reorganization in 1936, it now comprises 5 permanent officers and 1 temporary officer.

168. Not only has the formation of three separate Departments led to an increase in staff officers but as invariably happens when several new offices are created out of one, the clerical and minor staffs have, in the aggregate, been considerably augmented. Where for instance there were 1 Chief Clerk, 1 Binder and 1 Labourer for the one office there are now one of each class for each of the three offices, making a total of three of each class.

169. The following comparative table of the strength of the establishments in 1934-35, 1935-36, 1936-37 and 1938-39 will make the point clear:—

Posts.	1934-35.				1935-36.				1936-37.				1938-39.			
	L. S.	A. G.	L. D.	Total.	L. S.	A. G.	L. D.	Total.	L. S.	A. G.	L. D.	Total.	L. S.	A. G.	L. D.	Total.
Legal Secretary ..	—	—	—	—	—	—	—	—	1	—	—	1	1	—	—	1
Attorney-General ..	—	1*	—	1	—	1*	—	1	—	1	—	1	—	1	—	1
Solicitor-General ..	—	1	—	1	—	1	—	1	—	1	—	1	—	1	—	1
Deputy Solicitor-General ..	—	1	—	1	—	1	—	1	—	—	—	—	—	—	—	—
Principal Assistant to the Legal Secretary ..	—	—	—	—	—	—	—	—	1	—	—	1	1	—	—	1
Assistant to the Attorney-General ..	—	1	—	1	—	1	—	1	—	—	—	—	—	—	—	—
Assistant to the Legal Secretary ..	—	—	—	—	—	—	—	—	2	—	—	2	2	—	—	2
Crown Counsel ..	—	0	—	0	—	0	—	0	—	0	—	0	—	0	—	0
Legal Draftsman ..	—	—	1	1	—	—	1	1	—	—	1	1	—	—	1	1
Assistant Legal Draftsmen ..	—	—	2	2	—	—	2†	2	—	—	4	4	—	—	7	7
				16				16				20				23
Clerks ..	—	18	3	21	—	19	3	22	7	15	4	26	8	15	7	30
Stenographers ..	—	3	2	5	—	3	2	5	3	3	3	9	3	3	5	11
Bookbinders ..	—	1	—	1	—	1	—	1	1	1	—	2	1	1	1	3
Arachchies ..	—	1	—	1	—	1	—	1	1	1	—	2	1	1	—	2
Peons ..	—	18	5	23	—	18	5	23	5	12	5	22	5	13	6	24
Cycle Orderlies ..	—	—	—	—	—	—	—	—	1	1	1	3	1	1	1	3
Labourers ..	—	1	—	1	—	1	—	1	1	1	—	1	1	1	1	3
Lavatory Labourer ..	—	1	—	1	—	1	—	1	1	—	—	1	1	—	—	1

* Attorney-General was also Legal Secretary.

† Two members of the unofficial bar were appointed to assist the Legal Draftsman under the provision for Acting Crown Counsel.

170. The increase in staff is reflected in the following statement which shows the expenditure of the Department on Personal Emoluments in 1926-27 after the Legal Draftsman was appointed, as compared with the expenditure in 1935-36 just prior to the separation into the different Departments, with that in 1936-37 after the appointment of the Legal Secretary, and with the provision made in the 1938-39 Estimates:—

	1926-27.	1935-36.	1936-37.	1938-39.
	Rs.	Rs.	Rs.	Estimates Rs.
Legal Secretary's Department ..	—	—	94,095	98,538
Attorney-General's Department (including Solicitor-General's Department) ..	239,312	301,823	200,222	215,050
Legal Draftsman's Department ..	—	—	74,370	105,758
	<u>239,312</u>	<u>301,823</u>	<u>368,687</u>	<u>419,346</u>

The above figures show an increase of over 33 per cent. on the expenditure on Personal Emoluments between 1935 and 1939, which it is difficult to reconcile with the increase in work the Departments have been called upon to undertake during this period.

171. We have had several conferences with the Legal Secretary, the Attorney-General and the Legal Draftsman at which we have stressed the apparently disproportionate increases in staff since 1930-31 and have discussed various means of retrenchment. In view of the fact that changes in the existing arrangement of three separate Departments will be inevitable with the introduction of a new Constitution we make no general recommendation on the present scheme. We would note, however, that separate Departments working in watertight compartments are not necessary in order to secure separation of authority.

For the same reason we do not comment on a suggestion of the Attorney-General to examine a scheme of gradual decentralization of the work done by his own Department.

We include in the paragraphs that follow our recommendations regarding each of the three Departments, on the basis of their present standing.

Head 11.—Legal Secretary.

172. *Staff.*—The Estimates for 1938-39 provide for the following staff:—

Legal Secretary	..	..	..	..	1
Principal Assistant to the Legal Secretary	..	..	..	..	1
Assistants to the Legal Secretary	..	..	..	..	2
Clerks :					
Class I.	..	..	..	1	
Class II.	..	..	..	6	
Class III.	..	..	..	1	
				8	
Stenographers	..	..	..	..	3
Bookbinder	..	..	..	..	1
Arachchi	..	..	..	..	1
Peons	..	..	..	..	5
Cycle Orderly	..	..	..	..	1
Labourer	..	..	..	..	1
Lavatory Labourer	..	..	..	..	1

173. *Assistants to the Legal Secretary.*—The Legal Secretary has agreed, in view of the urgent need for economy, to the suppression of one of the two posts of Assistant to the Legal Secretary. The duties of this officer will be distributed among the other Assistants, the Chief Clerk taking over some of the routine and financial duties. The Legal Secretary's agreement to this proposal is, however, conditional on the enactment of legislation providing for the hearing of appeals from Village Tribunals by the District Courts—a function now performed by the Legal Secretary—and on a suitable appointment being found for the officer whose post is suppressed.

174. *Clerical Staff.*—In view of the additional and more responsible duties cast on the Chief Clerk, we recommend that the status of this post should be raised to that of the Special Class of the Clerical Service.

It was also agreed that a stenographer could be replaced by a clerk in Class III. When the Village Tribunal appeal work is transferred to the District Judges, we are of the opinion that a further post of a clerk in Class II. should be suppressed.

175. *Minor Employees.*—(1) The Legal Secretary agreed to suppress one of the posts of peon.

(2) As we pointed out in the preliminary observations the provision of 1 labourer for each of the three Departments is unnecessary. We recommend that one post of labourer be suppressed and arrangements be made for the remaining two labourers to attend to the cleaning, polishing and sweeping work of the three Departments.

176. *Savings.*—The recommendations made above are estimated to produce the following savings:—

Personal Emoluments.—

	Ra.
<i>Salaries :</i>	
1 Assistant to the Legal Secretary	9,270
Difference in salaries of a stenographer and a clerk in Class III. ..	580
1 Clerk, Class II.	1,860
1 Peon	360
1 Labourer	270
	12,340
Less : Difference in salaries of a Clerk in Class I. and one in the Special Class	1,370
	10,970
<i>Allowances :</i>	
Rent allowance, say	300
Total ..	11,270

Head 12.—Attorney-General's Department.

177. *Staff*.—The staff provided in the 1938-39 Estimates is the following:—

Attorney-General	..	..	..	..	1
Solicitor-General	..	..	..	..	1
Crown Counsel	..	..	..	..	9
Clerks :					
Class II.	..	..	..	9	
Class III.	..	..	..	6	
				—	15
Stenographers	..	..	..	..	3
Bookbinder	..	..	..	..	1
Arachchi	..	..	..	..	1
Peons	..	..	..	..	13
Cycle Orderly	..	..	..	..	1
Labourer	..	..	..	..	1

This staff is supplemented from time to time by the appointment of a temporary additional Crown Counsel. This additional officer is available for about eleven months in the year.

178. *Crown Counsel*.—With the reorganization in 1936 and the creation of the new post of Legal Secretary the Attorney-General was relieved of a number of functions of a political and administrative nature which were transferred to the Legal Secretary. We refer to such matters as the following:—

Advice to the Governor on constitutional problems; revision of sentences; the legality of sentences of corporal punishment; petitions in connection with judicial work.

Appointments, transfers and promotions of Judicial Officers; granting of leave to Judicial Officers; the remuneration and discipline of Judicial Officers.

The appointment of Justices of the Peace, Commissioners of Oaths and Inquirers.

State Council Elections.

The organization, accommodation and equipment of Courts, inspection of Courts, in addition to investigation of complaints against the Judiciary.

The examination of Appeals in Village Tribunal cases.

With the separation of the Departments, the posts of Deputy Solicitor-General and Personal Assistant were suppressed, but the newly created Department of the Legal Secretary was given four Staff Officers, and the Attorney-General's Department was allowed to retain 9 Crown Counsel, including the post of ninth Crown Counsel created in October, 1934, in order to give the Attorney-General further assistance on account of additional duties cast upon him on the political and administrative side after the coming into effect of the new Constitution. It is to be remembered, too, that prior to the appointment of the Legal Draftsman in August, 1927, it was part of the duties of the 7 Crown Counsel then functioning to examine large numbers of Rules and By-laws submitted by the various Local Authorities; that work is nowadays performed by the Legal Draftsman's Department. The Attorney-General has furnished us with a very complete statement indicating that his Department has been fully worked even subsequent to the separation and that it is in urgent need of a reduction of work or an increase of staff. Several items of new work, such as the examination of charges against Public Officers, work in connection with Tea and Rubber Control Schemes, &c., have also been added recently. But in our opinion the new system of direct committals of cases to higher Courts by the Magistrates and the instructions recently issued by the Legal Secretary that reports on murder cases need not be furnished by Crown Counsel, ought to give considerable relief to the latter officers. We were therefore inclined to the view that it should be possible for the Attorney-General to suppress one post of Crown Counsel. The Attorney-General did not think this would be feasible. He did not agree that the new system of direct committal would give any relief to his officers, because, he pointed out, there is no appreciable diminution of the work Crown Counsel had to do in respect of cases committed by Magistrates for trial and that the Crown Counsel who did

this work were practically the same officers who were engaged almost daily in criminal prosecutions before the Assize Courts and the District Court of Colombo. He, however, agreed, at our request, to review the whole position at the end of the year and report whether one of these posts could not be suppressed.

179. *Clerical Staff, &c.*—The Attorney-General agreed to release one clerk and has undertaken to re-examine the work of the office with a view to releasing a stenographer.

We understand that a Class III. clerk has already been released, but in view of the rather high proportion of Class II. clerks in this Office, we are of the opinion that the reduction should be in the strength of Class II. The cadre should be adjusted accordingly at the next opportunity.

180. *Minor Employees.*—The Attorney-General agreed to suppress one post of peon. He will also consider the possibility of suppressing another post.

181. *Other Charges—Sub-head 5, Reports for New Law Reports.*—We discussed with the Legal Secretary and the Attorney-General the allowance of Rs. 4,500 per annum paid to the Editor of the New Law Reports and the general question of continuing this publication in view of the fact that other similar journals were being regularly published by private parties. It was agreed that the Legal Secretary and the Attorney-General should examine the question and furnish a report to Government.

182. *Fees for services rendered by the Attorney-General's Department.*—The Attorney-General is often called upon to give legal opinions on questions submitted to him by, or on behalf of, semi-Government departments and Local Authorities. The requests for such opinions are made generally through the Commissioner of Local Government or a Minister and there does not appear to be any regular charge levied for such services. We recommend that in all such cases adequate fees should be recovered on a scale fixed in consultation with the Treasury.

183. *Savings.*—The recommendations made above are estimated to produce the following savings:—

Personal Emoluments:

	Rs.
Salaries :	
1 Clerk, Class II.	1,860
1 Peon	360
Allowances :	
Rent Allowance, say	203
Total	2,423

Head 13.—Legal Draftsman's Department.

184. *Staff.*—The Estimates for 1938-39 provide for the following staff:—

Legal Draftsman	1
Assistant Legal Draftsmen	7
Clerks :	
Class I.	1
Class II.	3
Class III.	3
	7
Stenographers	5
Binder	1
Peons	6
Cycle Orderly	1
Labourer	1

The above staff includes the following new posts provided for this year:—

Assistant Legal Draftsmen	3
Clerk, Class III.	1
Stenographers	2
Peon	1

185. *Assistant Legal Draftsmen.*—We understand that two of the new posts of Assistant Legal Draftsmen were added to the cadre of the Legal Draftsman's

Department principally to render legal assistance to certain Ministries in the preliminary stages of the preparation of certain legislation. These two posts, however, have not been filled, and we recommend that they be deleted from the Estimates.

186. Prior to the reorganization in 1936 there were 2 permanent and 2 temporary Assistant Legal Draftsmen and in the Estimates for 1936-37 there were 3 permanent and 1 temporary Assistants. The actual strength at present is 5 Assistants (4 permanent and 1 temporary). It may be mentioned that with the addition of the 5th Assistant (temporary) in 1938-39, a vote of Rs. 3,000 for assistance from members of the unofficial Bar was deleted from the Estimates.

Of the six Draftsmen, including the Legal Draftsman himself, three are engaged in the preparation of Ordinances and in dealing with secret and confidential work, *i.e.*, drafting work in connection with Defence Regulations, Orders-in-Council, Governor's Ordinances, &c.: the remaining three attend to subsidiary legislation, *i.e.*, the drafting and revision of By-laws, Rules, Regulations, Proclamations, Notifications, Orders, &c., and to the continuous revision of enactments and subsidiary legislation. There is no doubt that this Department has been very hard pressed during the past two or three years. The Legal Draftsman brought to our notice the fact that the output of legislation, including Ordinances, for 1938 is the highest on record in the history of Ceylon and the highest for any British Colony. The present output of legislation is nearly three times the output for 1935 and nearly 10 times that of 1930, the last year of the old Legislative Council. In 1930 thirty-two Ordinances were passed occupying 70 pages of print; in 1935, 61 Ordinances were enacted and the annual volume contained 248 pages; in 1938 no fewer than 77 Ordinances were enacted. While the Department has been working at full bent during recent years the pressure on it has been intensified by inadequate preliminary examination of proposals for legislation by other Departments and their own slackness of procedure. For instance, the Government Manual of Procedure requires that every request for the preparation of legislation should be accompanied by a memorandum setting out, in full, instructions for the Legal Draftsman. No such request should be made unless the principles of the proposed legislation have been approved by the Officer of State or the Executive Committee concerned. On this point the Legal Draftsman writes as follows:—

“ I regret to report that these requirements of the Government Manual of Procedure have not been complied with in numerous cases. In consequence, many drafts prepared by the Department have been subsequently altered in principle or even abandoned, and much of the spade work in connection with the proposal to introduce new legislation has fallen on the officers of this Department who have been required to investigate points of law and to make suggestions for the lines of the proposed legislation ”.

Then again, demands for legislation have been submitted without a proper consideration of the financial implications involved: projected legislation has been prepared and has eventually been completely abandoned. Frequent amendments, too, have been called for owing to inadequate consideration of what exactly was desired in the first case.

We shall, in a later paragraph, put forward suggestions whereby some of this waste of labour may be avoided.

187. Despite the fact that the Department has been working at high pressure for the past two or three years we cannot help feeling that we have now reached the peak and that within the next few years there will be a gradual drop in work until we reach a steady level of normal demand and output. It could not but be expected that, with the establishment of the new Constitution, there should in the first few years have been a plethora of demands for new legislative enactments, particularly in respect of social legislation. The rush is now over and this phase is passing away. Apart from the large amount of legislation recently put on the statute book (77 Ordinances were enacted in 1938) there are at the moment about 55 Ordinances in draft under consideration of the State Council, Officers of State or Executive Committees and 65 in course of preparation by the Legal Draftsman on instructions from Ministers and Officers of State,

whereas from information collected from the various Ministries there are only about 24 Bills under contemplation by the Ministries for enactment within the next two years. Again, the secret and confidential work, which must have reached a climax within the last few months, is bound to decrease to normal very shortly.

188. With a view further to easing the pressure on the Legal Draftsman's Department we would put forward the following suggestions:—

- (i.) Rigid adherence should be strictly enjoined to Rule 5 on page 5 and Rule 6 on page 9 of the Manual of Procedure requiring that requests for drafts of legislative measures should not be made until it has been decided in principle by the Executive Committee that legislation is desirable and should be accompanied by a memorandum containing the fullest possible instructions for the guidance of the Legal Draftsman.
- (ii.) Following the practice in England, the requisition for the draft of any Bill or Regulation with financial implications should not be made until the financial implications of the proposal whether for legislation or regulation have been examined by the Treasury and a certificate has been attached showing the extent to which revenue would be affected by the introduction of the measure.
- (iii.) An order of priority for pending Bills and a programme of legislation for the succeeding year should be laid down in advance by the Board of Ministers.
- (iv.) All Local Authorities should be compelled to pay fees for work done for them in the Legal Draftsman's Department except in respect of by-laws which are copied from precedents previously approved.

189. As we have already stated, we consider that the work of the Department has reached its peak and we suggested to the Legal Draftsman that it should be possible for him to reduce the number of his Assistant Draftsmen. After discussion the Legal Draftsman agreed to retrench one post of Assistant Legal Draftsman in 12 months' time. He further agreed to retrench another post of Assistant Legal Draftsman in two years' time provided that, in the meantime, our recommendations regarding the requirement of a Treasury certificate and the formulation of a programme of legislation were given effect to.

190. *Clerical Staff, &c.*—The Legal Draftsman has agreed that out of the new posts 1 clerk and 1 stenographer need not be filled. He has also agreed to release a clerk at the end of 12 months and to consider the feasibility of retrenching another clerk in two years when the additional post of Assistant Legal Draftsman recommended to be retrenched after two years is suppressed.

191. As each post of Assistant Legal Draftsman is suppressed a post of peon should also be retrenched.

192. *Savings.*—The recommendations made above are estimated to produce the following savings:—

Personal Emoluments.—

Salaries :	Rs.
2 Assistant Legal Draftsmen	18,540
*2 Assistant Legal Draftsmen	18,540
1 Clerk, Class III.	840
1 Stenographer	1,400
*2 Clerks : 1 in Class II. and 1 in Class III.	2,700
*2 Peons	720
	42,740
 Allowances :	
Rent Allowance, say	1,010
	43,750

* Ultimately.

Head 14.—Public Trustee.

193. As a Special Committee was inquiring into the operation of the Public Trustee Ordinance to ascertain if any change was desirable in the law or the administration or structure of the Public Trustee's Department, the Select Committee of the State Council reported in Sessional Paper XXVIII. of 1935 that the establishment provided in the 1934-35 Estimates may require revision in the light of the Special Committee's recommendations. The report of this Special Committee was published in Sessional Paper XXI. of 1936 and the recommendations made relating to the establishment were that two Assistants should be appointed instead of a Deputy, provided that the proposal did not result in increased cost on account of the establishment and that the question of staff should be reviewed periodically by the Public Trustee with reference to the amount of work in hand.

194. We find that the recommendation to replace the Deputy Public Trustee by two Assistants originated from a suggestion made by the predecessor of the present Public Trustee who, however, on further consideration had revised his opinion and considered that it was desirable to retain the post of Deputy. Hence, this recommendation of the Special Committee was not carried out. The question of regulating the strength of the establishment to the amount of work in hand, however, has not been lost sight of, and certain reductions in the staff have been made from time to time.

195. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total Rs.
1931-32	110,396	8,132	118,528
1932-33	148,175	8,338	156,513
1933-34	145,077	6,643	151,720
1934-35	134,593	4,293	138,886
1935-36	127,278	4,926	132,204
1936-37	120,325	3,433	123,758
1937-38	113,462	11,581	125,043
1938-39 (Estimated)	117,106	14,250	131,356

In the latest published accounts available, viz., those for the financial year 1936-37, the gross cost (inclusive of paper debits) to Government of the Public Trustee's Department was given as Rs. 170,180.31, while the fees received by the Department amounted to Rs. 77,027.34, showing a deficit of Rs. 93,152.97. Nearly half this deficit is the result of administering the Buddhist Temporalities Ordinance without recovering at least a share of the expenses of such administration from the temples benefited, the net cost to revenue of this portion of the Public Trustee's work in 1936-37 being estimated at Rs. 45,316.40. Provision for the recovery of expenses exists in the Ordinance and regulations for a percentage fee to be levied on the gross income of each temple on the list of the Public Trustee were framed, but recovery was suspended in July, 1933, on an order by the Minister for Home Affairs with the approval of the Governor and has not yet been resumed. A Select Committee of the State Council is now considering this question along with the general question of the State protection of Buddhist Temporalities and the continuance of their administration by the Public Trustee. Whatever decision is reached, we consider that the Public Trustee is a necessary officer in this country as in other countries where the institution of private property obtains. Since the large proportion of small estates in Ceylon entrusted to the Public Trustee (this is reported to be over 60 per cent. of the trusts in his charge) will make the economical working of the Department difficult, the taxpayer will have to be reconciled in the interests of the community as a whole, to a small deficit in the working of the Trusts Section of the Department for

some years to come. This deficit can, however, be largely reduced, on the present scale of fees, by an increase not so much in the quantity of work coming to the Public Trustee as in the *value* of the trusts entrusted to him.

196. We give below the establishments provided in the Estimates for the years 1934-35 and 1938-39 respectively:—

			1934-35 Estimates.		1938-39 Estimates.
Public Trustee	..	..	1	..	1
Deputy Public Trustee	..	..	1	..	1
Accountant	..	..	1	..	1
Assistant Accountant	..	..	1	..	1
Office Assistant	..	..	1	..	1
Clerks :					
General Clerical Service :					
Class I.	..	..	3		3
Class II.	..	..	21		13
Class III.	..	..	20		21
Railway Clerical Service :					
Class II.	..	..	3		—
Class III.	..	..	1		—
			—	48	—
Stenographer	..	..	1	..	1
Shroff, Class II.	..	..	1	..	1
Peons	..	..	8	..	7
Labourer	..	..	1	..	1
Sweeper	..	..	1	..	1
Bicycle Orderly	..	..	1	..	1
Bookbinder	..	..	1	..	1

We found the existing establishment to be the same as that provided for in the 1938-39 Estimates except that the clerical staff of 37 officers is made up of 2 in Class I., 14 in Class II., and 21 in Class III. and the post of the labourer is vacant.

197. After discussion with the Public Trustee we have reached an agreement with him regarding the following further reductions in the cadre of his Department:—

- (a) The post of Chief Clerk to be abolished;
- (b) A clerk in Class II. now in the Typists' Branch to be retrenched.
- (c) The number of peons to be reduced by one and the vacant post of labourer to be suppressed;
- (d) The present Chief Accounts Clerk, an officer in Class I. of the General Clerical Service, who is due to retire shortly to be replaced by a clerk in Class II. now in the Accounts Branch whose place is to be taken by a new recruit in Class III.;
- (e) The Shroff who is in Class II. of the Shroff's scheme to be replaced by a Cashier appointed on a salary scale of Rs. 660—30—780 with security given through a Guarantee Company in Rs. 1,500.

198. *Deputy Public Trustee.*—The Public Trustee has urged that he must have an officer competent to take charge of the Department whenever he is away on circuit or on leave. It was also pointed out that the Deputy Public Trustee has a direct responsibility at other times for the trust work in two of the four sections into which the entire trust work of the Department is divided, and that he is entrusted with a large volume of legal work that the administration of the Buddhist Temporalities involves—duties which cannot be satisfactorily distributed

between two Assistants as suggested by the Special Committee in Sessional Paper XXI. of 1936. We agree that the appointment of two Assistants in place of a Deputy would be neither economical nor practical and that the post of Deputy should be retained. If, however, at any time the administration of the Buddhist Temporalities is removed from the Public Trustee, the possibility of abolishing the post of Deputy or replacing it by a post of lower status should be investigated in the light of the circumstances then existing.

199. *Office Assistant.*—We discussed with the Public Trustee the possibility of abolishing the post of Office Assistant. He was at one time inclined to agree to this proposal provided that more responsibility and greater authority were vested in the Chief Clerk. But on reconsideration he urged on us that the retention of the post of Office Assistant would be more conducive to the efficient running of the Department under the scheme proposed by us of vesting four senior officers with minor staff rank (Trust Officers). Since the salary scale of the Office Assistant is the same as that of an officer in the Special Class of the Clerical Service, we have agreed to recommend the suppression of the post of Chief Clerk instead of that of the Office Assistant.

200. *Assistant Accountant.*—We have agreed to the retention of this post on the understanding that the officer occupying it will have entrusted to him functions corresponding to those of an Acceptance Officer in addition to his present duties. The necessity for a separate Acceptance Officer who would relieve the Public Trustee, Deputy and Accountant of supervision of inventori- sation of assets in new estates, visits to lands of such estates and making arrangements for the proper collection of income was pointed out to us by the Public Trustee. We were unable to accept the view that a separate officer was necessary for these duties. We consider that they could be attended to by the Assistant Accountant in addition to his present duties, and that it would be desirable if the Officer appointed to the post of Assistant Accountant possesses in addition to accounting experience some agricultural knowledge. The Public Trustee has since agreed with our recommendation.

201. *Trust Officers.*—The Trust work of the Department is divided into four sections, each of which is in the charge of a Class II. clerk who is designated a Trust Officer. The Public Trustee asked us to consider a scheme by which the present Trust Officers could be replaced by four Proctors on a salary scale of Rs. 2,200—400—3000 as it is proposed to delegate greater responsibility to these officers. We do not consider it necessary to replace the existing Trust Officers whose long experience has enabled them to gain a practical knowledge of the law relating to executors and trustees which is perhaps more important than the purely theoretical knowledge which alone most applicants for the posts from the junior branch of the legal profession would probably possess. The Public Trustee has since accepted this view and agreed that greater responsibility may be delegated to the present Trust Officers. To compensate them for the greater responsibility thrown on them we have agreed that each of the Trust Officers in Class II. of the General Clerical Service should receive a non-pensionable allowance of Rs. 300 per annum which should terminate directly any officer gets promotion to Class I. of the General Clerical Service or ceases to be a Trust Officer. We also suggest that the work of the Trust Sections should be periodically reviewed by the Public Trustee and the number of Sections reduced if the volume of work handled permits of this.

202. *Sri Chandrasekera Fund.*—The Public Trustee drew our attention to the fact that a large public charitable trust, the Sri Chandrasekera Trust, continues to be administered by two officials of Government, the Hon. the Chief Secretary and the Government Agent of the Western Province, although there is now a Public Trustee available to take over the administration of this Trust.

The Public Trustee has already addressed the Hon. the Legal Secretary on the subject and the question, we understand, has been referred to the Hon. the Chief Secretary. We think that, unless the conditions of the Trust prohibit it, the administration of this Trust should be transferred to the Public Trustee.

203. *Summary of Savings.*—The recommendations made by us in the foregoing paragraphs are estimated to produce the following savings:—

Personal Emoluments.—

	Rs.	Rs.	Rs.
Salaries:			
1 Clerk, Class I.	3,630		
1 Clerk, Class II.	1,860		
1 Peon	360		
1 Labourer	270		
Difference between the mean salaries of the Class I. Clerk in the Accounts Branch who is to retire and a new entrant in Class III. ..	2,790		
Difference between the mean salaries of the Shroff and the Cashier who is to replace him	1,320		
		10,230	
<i>Less—</i>			
Compensatory non-pensionable allowance of Rs. 300 per annum each to 4 Trust Officers		1,200	
			9,030
Allowances &c.:			
Rent allowance (approximately)			1,000
			<u>10,030</u>

Heads 15 & 16.—District and Minor Courts.

204. *Organization.*—There are 22 District Courts in the Island. Only 9 of these function exclusively as District Courts, each with a separate judicial officer and staff. Nine others are combined Courts, i.e., District Court, Court of Requests and Magistrate's Court combined into one and presided over by one judicial officer with a common staff. The remaining 4 Courts are circuit courts, with clerical and minor staff permanently attached, at which court is held by the headquarters Judge at regular weekly or monthly intervals.

205. *Situation of the Courts.*—The following statement shows the stations where these three different types of Courts are situated:—

District Court.	Combined Court.	Circuit District Court.
Chilaw	Anuradhapura	Balapitiya
Colombo	Awissawella	Hatton
Galle	Badulla	Point Pedro
Jafna	Batticaloa	Puttalam
Kalutara	Kegalla	
Kandy	Nuwara Eliya	
Kurunegala	Ratnapura	
Matara	Tangalla	
Negombo	Trincomalee	

District Courts are also held at Mannar, Vavuniya and Mullaittivu where the Assistant Government Agents act as District Judges.

206. The following is a comparative statement of the expenditure on District Courts from 1931-32 to 1938-39:—

	Personal Emoluments.		Other Charges.		Total.	
	Rs.	c.	Rs.	c.	Rs.	c.
1931-32	814,817	..	34,552	..	849,369	
1932-33	821,892	..	28,722	..	850,614	
1933-34	824,595	..	27,155	..	851,750	
1934-35	816,174	..	30,338	..	846,512	
1935-36	821,988	..	58,708	..	880,696	
1936-37	806,818	..	35,536	..	842,354	
1937-38	827,188	..	35,855	..	863,043	
1938-39 (Estimated)	842,035	..	43,595	..	885,630	

207. *Cadre of Staffs of the various Courts.*—The Select Committee of the State Council appointed to consider the reports of the Salaries and Cadres Commission of 1932, stated that the Commission made no recommendations regarding the number of Courts or regarding the establishments of the existing Courts.

They further stated that they had not examined these questions themselves because, although they were questions of cadre, they appeared to fall within the ambit of the Judicial Commission which was then sitting. (*Vide* Sessional Paper XXVIII.—1935, paragraph 80).

The Judicial Commission which was appointed in 1935 to examine the state of business in the Civil Courts with a view to securing greater expedition and efficiency in the conduct of civil business recommended an increase of 12 Judicial Officers, of whom 8 were to form a group of relieving officers. They made no recommendation in regard to the strength of the clerical or minor staff. (*Vide* Sessional Paper VI.—1936, paragraph 216).

208. *Amalgamation of Courts.*—As a result of a detailed examination of the volume of work in the different District and Minor Courts in the Island we have been unable to resist the conclusion that it should be possible by re-distribution of duties and amalgamation of Courts to eliminate at least one judicial officer. It has to be remembered in this connection that there has been a marked decrease in the civil institutions in all Courts and of criminal institutions in many of the Courts since 1935. The Courts which particularly attracted our attention as possibly affording scope for reduction in judicial officers were the following:—

- District and Magistrates' Courts at Kandy;
- District and Magistrates' Courts in the Jaffna Peninsula;
- District and Magistrates' Courts at Chilaw;
- District and Magistrates' Courts at Negombo.

We deal with these Courts seriatim in the following paragraphs.

209. *Judicial Officers at Kandy and Gampola.*—There are a District Judge, an Additional District Judge and a Magistrate at Kandy and a Magistrate at Gampola. The post of Additional District Judge, Kandy, was created in 1927, but there has been a considerable decrease in the number of institutions since then. There were 995 civil institutions in 1937 against 1,262 in 1927. There is admittedly not sufficient work for two Judges, but it might be difficult for one Judge to take charge of the entire District Court work immediately. We suggested therefore that the Court of Requests work now attended to by the Additional District Judge could be given over to the Magistrate who did not appear to have full time work, and the remaining work of the Additional District Judge transferred to the District Judge. With a view to giving some relief to the District Judge when he takes over the additional work we thought that a senior judicial officer could be stationed at Gampola, where also the work is light, and that this officer could attend to the District Court criminal trials at Kandy in addition to his work at Gampola. This arrangement would render it possible for one judicial officer to be released.

We referred the above proposal to the Legal Secretary for consideration and, in due course, met the Legal Secretary in conference. The Legal Secretary, while admitting that the District Judges at Kandy were somewhat lightly worked, stated that after careful consideration, he had come to the conclusion that it would be quite impossible for one District Judge alone to manage the District Court work at Kandy even with assistance in respect of criminal trials from the proposed judicial officer at Gampola. He was, however, prepared to arrange for a fuller utilization of the time of the Judicial Officers at Kandy and proposed to make arrangements for the Magistrate, Kandy, to itinerate to Kegalle two days a week in order to give much needed assistance to the District Judge at Kegalle who is so hard-pressed that he has to be given the help of a Supernumerary Judge every two or three years. The Additional District Judge, Kandy, would attend to the Magistrate's Court work on the two days in the week when the Magistrate, Kandy, is away at Kegalle. We acquiesce in this proposal.

210. *Courts in the Jaffna District.*—In the Jaffna District there are at present five Judicial Officers, viz., the District Judge, Jaffna; the Additional District Judge, Jaffna; the Magistrate, Jaffna; the Magistrate, Mallakam-Kayts; and the Magistrate, Point Pedro-Chavakachcheri. The post of Additional District Judge, Jaffna, was created in 1927 and the post of Magistrate, Mallakam-Kayts, in 1936. Two posts of President, Village Tribunal, for the district have also been

created since 1936. A District Court was established at Point Pedro about two years ago and the Additional District Judge, Jaffna, holds Court there for 3 days in the week when he attends to all District Court cases and to trials of Court of Requests land cases; on the other 3 days he works in the District Court, Jaffna, and attends to trials of all District Court money cases, divorce inquiries and Court of Requests money cases of over Rs. 100 in value transferred to this Court from the Magistrate's Court.

The Magistrate, Jaffna, attends to all Magistrate's Court cases and to Court of Requests cases under Rs. 100 instituted in the Jaffna Court. Until December, 1936, the Magistrate, Jaffna, attended to the work in the Magistrate's Courts at Mallakam and Kayts: he worked two days at Jaffna, two days at Mallakam and two days at Kayts.

The magistracy at Mallakam-Kayts was created as a separate magistracy in December, 1936, on the recommendation of the Judicial Commission. The Magistrate spends 4 days a week at Mallakam and 2 days at Kayts.

The Magistrate, Point Pedro and Chavakachcheri, holds court at Point Pedro—where he attends to all Magistrate's Court cases and Court of Requests cases apart from land cases—for the first 3 days of the week: he sits at Chavakachcheri, where he attends to all Magistrate's Court and Court of Requests cases, for the remaining three days of the week.

The present volume of work in the District Court, Jaffna, excluding the work from the Point Pedro area now dealt with at Point Pedro itself and that from the Jaffna Court of Requests, is not so large as it was in 1927 when one officer was in sole charge. There has, too, of recent years been a drop in the number of institutions in all the Magistrates' Courts referred to above with the exception of Chavakachcheri. A certain amount of relief has, moreover, been afforded to the Magistrate's Court at Mallakam-Kayts owing to the recent establishment of a Village Tribunal at Mallakam: the opening of the second Village Tribunal at Chavakachcheri should result in easing the burden of work at the Chavakachcheri Magistrate's Court. Incidentally it may be noted that until 1927 there were only three Judicial Officers in the whole of the Jaffna Peninsula. An Additional District Judge was appointed in 1927 and in November, 1936, this officer first began to itinerate to Point Pedro to try District Court cases and Court of Requests land cases there. In December, 1936, another judicial post—that of the Magistrate, Mallakam-Kayts—was created.

In view of the facts set out in the preceding paragraph it seemed to us that there were grounds for thinking that it should be possible to re-arrange the Courts and the distribution of work with a view to releasing one of the five judicial officers at present functioning in the Peninsula. We tentatively suggested the following re-arrangement of duties:—

- (a) A combined Court to be established at Point Pedro, the District Judge, Jaffna, taking over the trials of District Court money cases and divorce inquiries at present attended to by the Additional District Judge.
- (b) The trials of cases of Court of Requests, Jaffna, of over Rs. 100 in value to be re-transferred to the Magistrate, Jaffna;
- (c) The Magistrate, Mallakam-Kayts, to take over also Magistrate's Court work at Chavakachcheri, spending 2 days at each of the three Courts, thus rendering it possible to retrench the post of Magistrate, Point Pedro-Chavakachcheri.

The District Judge, Additional District Judge and Magistrate, Jaffna, were prepared to try out the new arrangements, so far as they were concerned, as an experiment, but the Magistrates at Mallakam-Kayts and at Point Pedro-Chavakachcheri were definitely of opinion that under present conditions at any rate, it would not be possible for one Magistrate to attend to the work of the three Courts at Mallakam, Kayts and Chavakachcheri.

While we accept the view of the Magistrates that our scheme cannot be put into effect at the moment we are of opinion that a re-arrangement of duties on the lines we have suggested and the consequent release of a judicial officer should not be impossible when once the arrears at present existing in the Magistrate's

Court of Point Pedro-Chavakachcheri have been caught up and the full effect on the Magistrates' Court work of the establishment of the Village Tribunals has been realized.

211. *Courts at Chilaw.*—Chilaw has a District Court and a separate Court of Requests and Magistrate's Court. The area of jurisdiction corresponds to the old revenue District of Chilaw, the smallest judicial district in the Island with an area of 262 square miles and a population of about 120,000. The institutions have gone down in both Courts—presumably on account of the depression in trade, particularly as regards the coconut industry. The work in the District Court is extremely light. The institutions in 1937 and 1938 were as follows:—

				1937.		1938.
Money	..	..	..	156	..	125
Lands	..	..	..	52	..	60
Miscellaneous	..	..	..	12	..	14
Testamentary	..	..	..	23	..	31
Guardianship	..	..	..	42	..	37
Insolvency	..	..	..	3	..	—
Lunacy	..	..	..	36	..	19
Criminal	..	..	..	27	..	21
				<u>351</u>		<u>307</u>

In the Magistrate's Court and Court of Requests the institutions in 1937 and 1938 were as follows:

				1937.		1938.
Magistrate's Court	{	Cognizable	..	629	..	648
		Non-cognizable	..	2,032	..	2,340
		Maintenance	..	32	..	37
				<u>2,693</u>		<u>3,025</u>
Court of Requests	..	..	..	441	..	484

We quote, for the purpose of comparison, figures in respect of certain combined Courts presided over by single Officers:—

District Court.	Ratnapura.		Badulla.		Avisawella.		Nuwara Eliya-Hatton.	
	1937.	1938.	1937.	1938.	1937.	1938.	1937.	1938.
Money	.. 110	87	.. 130	120	.. 75	58	.. 176	140
Land	.. 58	58	.. 41	43	.. 119	84	.. 12	7
Miscellaneous	.. 12	7	.. 17	18	.. 24	17	.. 4	9
Testamentary	.. 9	12	.. 18	16	.. 11	11	.. 11	16
Guardianship	.. 27	14	.. 81	96	.. 22	29	.. 13	17
Insolvency	.. —	—	.. 1	4	.. 2	—	.. 3	5
Lunacy	.. 73	67	.. 74	49	.. 62	49	.. 81	48
Criminal	.. 12	18	.. 17	8	.. 5	15	.. 17	14
	<u>301</u>	<u>263</u>	<u>379</u>	<u>354</u>	<u>320</u>	<u>263</u>	<u>307</u>	<u>256</u>
<i>Magistrate's Court.</i>								
Cognizable	.. 692	921	.. 603	686	.. 590	712	.. 563	640
Non-Cognizable	.. 3,799	2,688	.. 3,531	2,862	.. 1,865	2,008	.. 2,110	1,992
Maintenance, &c.	.. 77	58	.. 75	73	.. 98	68	.. 21	21
	<u>4,568</u>	<u>3,667</u>	<u>4,209</u>	<u>3,621</u>	<u>2,553</u>	<u>2,788</u>	<u>2,694</u>	<u>2,673</u>
<i>Court of Requests.</i>								
	<u>460</u>	<u>473</u>	.. <u>656</u>	<u>670</u>	.. <u>422</u>	<u>315</u>	.. <u>822</u>	<u>756</u>

It may be argued that the number of institutions alone cannot be accepted as an absolute index of the volume of work in a Court, but it must be admitted that total figures give some measure of guidance in comparing the work of one court with that of another. We have, moreover, had the statistics of various Courts examined in regard to:—

- (a) contested and uncontested cases;
- (b) cases disposed of after trial, and those after admission or withdrawal;
- (c) land cases and mortgage actions;
- (d) the non-summary inquiries and summary trials in criminal cases, and
- (e) the state of the rolls

and come to the conclusion that, under present conditions, the District Court and the Magistrate's Court at Chilaw can very well be combined and placed under one Judicial Officer, provided a certain amount of assistance is given in Magistrate's Court work.

The District Judge of Chilaw now holds Court at Puttalam for 3 days in the month. This will not be possible under the proposed scheme of a combined Court at Chilaw. We are of the opinion that the work at Puttalam should be attended to by the District Judge, Anuradhapura, who, we consider, has ample time at his disposal to undertake this monthly circuit.

The assistance we contemplate for the Magistrate's Court at Chilaw could be rendered by the Magistrate, Dandagamuwa, by working Friday and Saturday of every week at Chilaw. This officer has already light work owing to the marked decrease in the number of institutions in the Dandagamuwa Courts and can undertake the circuit to Chilaw without detriment to his own work.

212. It was, however, represented to us that in actual practice while the work of the District Judge, Chilaw, was admittedly light, the Magistrate, Chilaw, had generally a fair day's work and that if the Courts were combined under one Judge he would naturally give preference to criminal work and let the civil work suffer in consequence. It was further urged that there would be many postponements necessitated by unexpected inquiries into criminal cases, which would cause inconvenience and expense to suitors. We were, moreover, informed that the institutions in the Chilaw Courts, more than in any other Court in the Island, were subject to considerable fluctuation in accordance with variations in the price of the most important commodity of the district, viz., coconut, that the Court statistics for the first half year of 1939 showed a tendency to a rise in the institutions and that, therefore, it would be unwise to make changes without first making sure that the present situation of reduced work was going to be a permanent feature. We would, therefore, recommend that the situation be closely watched and that if there is no appreciable change in the number of institutions during the next 12 months, the question of combining the two Courts under one Judge as proposed by us be given effect to by Government.

Under the scheme of amalgamation we estimate that the savings possible would be as follows:—

				Rs.
1 Magistrate	..	..	..	9,000
2 Clerks, Class II.	..	..	..	3,720
2 Peons	..	..	..	672
1 Labourer	..	..	..	243
				<hr/>
				13,635
Rent allowance, say	..	..	..	1,365
				<hr/>
				15,000
				<hr/>

213. *Courts at Negombo.*—We were informed that the number of institutions in both the District Court and the Magistrate's Court of Negombo has dropped

considerably and that as a result there is not sufficient work for two full-time Judicial Officers. The drop in the number of civil institutions of the District Court is very appreciable as may be seen from the following figures:—

1932	..	..	1,120	1936	..	..	674
1933	..	..	759	1937	..	..	638
1934	..	..	476	1938	..	..	469
1935	..	..	687				

Given in fuller detail institutions in the Courts at Negombo for 1937 and 1938 are shown in the following statement:—

District Court :

Civil :		1937.	1938.
Money	.. ..	418	270
Lands	.. ..	166	165
Miscellaneous	.. ..	54	34
		<hr/>	<hr/>
		638	469
Testamentary	.. ..	38	32
Guardianship	.. ..	50	46
Insolvency	.. ..	—	1
Lunacy	.. ..	78	66
		<hr/>	<hr/>
		804	614

Magistrate's Court :

Cognizable	.. ..	1,242	1,331
Non-cognizable	.. ..	2,089	2,330
Maintenance, &c.	.. ..	82	41
		<hr/>	<hr/>
		3,413	3,702
		<hr/>	<hr/>
<i>Court of Requests</i>	.. ..	557	409

Here again we see the effects of the trade depression. The District Judge is lightly worked while the authorities have shown their appreciation of the fact that the Magistrate's work has been considerably lightened of recent years by detailing the Magistrate to work in the Gampaha Courts as Additional Magistrate and Commissioner of Requests for two days in the week.

We thought that it should be possible for the work of both Courts to be combined under one Judge, subject to some assistance being rendered in criminal cases as suggested for Chilaw. But in view of the need for continuing the assistance now rendered by the Magistrate, Negombo, to the Magistrate, Gampaha, the post of Magistrate, Negombo, may be retained for the present. The fact, however, that the District Judge, Negombo, is lightly worked and is available for assistance elsewhere, if required, should be borne in mind by the Legal Secretary's Department.

214. *Fees.*—The clerical officers of the Courts draw various fees paid in by suitors. Most of the duties in this connection are expected to be done outside office hours, but in practice this rule does not appear to be strictly followed. We had careful investigations carried out with regard to the various items of work for which fees are drawn and have come to the conclusion that there is little or no justification for these fees to be appropriated by the staff. The main items under which fees are drawn are the following:—

- | | |
|------------------------------|------------------|
| (a) Copying, | (d) Translation, |
| (b) Binding, | (e) Oath, |
| (c) Official Administration, | (f) Search. |

(a) *Copying Fees.*—The most important item under “copying” is in respect of the copying of the proceedings in appeal cases. Until February, 1938, this work was done by the Typing Branch of the Supreme Court Registry but it has since been transferred to the lower Court and these fees are now distributed as follows: 50 per cent. to the copying clerk, 15 per cent. to the certifying officer and the balance 35 per cent. credited to Revenue. In certain Courts where the copying work is heavy, special copyists have been engaged to do this work; in others, the clerical staff of the Courts do the copying work and draw the fees. It has been pointed out to us that in many cases, particularly where District Court appeals are concerned, the fees drawn on the percentage basis are far in excess of the earning capacity of the copying clerks concerned. We have also been informed that in heavy Courts where the clerical staff themselves do the copying work there is a tendency for their normal work to suffer. In view of these considerations we recommend that, as far as possible, copyists should be engaged to do this work and that they should be paid on the piece rate basis of 20 cents a page (2½ folios of 120 words each). The certifying fee should also be correspondingly reduced. We recommend for this fee, a rate of 6 cents a page. If the work has to be done by permanent members of the clerical staff it should only be paid for if done outside office hours and at the rates recommended above.

The other item of copying work is the general copying of documents for parties. This work is undertaken by the normal clerical staff of the Courts. The charges levied vary from 36 cents to 50 cents a folio, i.e., 90 cents to Rs. 1.25 a page. The full amount is appropriated by the copying and certifying officers. The amount of fees earned by the officers varies according to the volume of copying work and the arrangements made for doing such work. It is not in every Court that all the clerks participate in the work. We consider that in the interests of efficiency, apart from other considerations, this copying work should also be entrusted wherever practicable to local copyists on a piece rate basis. If it is found necessary to entrust this work to clerks on the permanent staff, it should only be paid for if done outside office hours and the same rate as for appeal briefs should apply, viz., 20 cents a page (2½ folios of 120 words each) for copying and 6 cents a page for certifying. Any balance remaining after these payments are made should be credited to Revenue. We estimate that when the above recommendations are adopted the Revenue will be benefited to the extent of Rs. 50,000 per annum at least.

In this connection we may also point out that in Magistrates' Courts, the preparation of copies of non-summary cases for the use of the Attorney-General's Department and Judges is regarded as part of the normal duties of the staff and is thus invariably done within office hours. There are instances where copies of these cases are applied for by the parties concerned. The practice seems to be to type extra copies for this purpose as well as for anticipated applications along with the copies prepared for official use but the fees recovered from the parties for such copies are appropriated by the clerks themselves. We are of the opinion that the recoveries thus made should be credited to Revenue and recommend accordingly.

There appears to be a similar practice among stenographers in District Courts to issue uncertified copies of partly heard cases to parties and recover fees. The fees so recovered should also be credited to Revenue: the stenographers should be prohibited from accepting any fees on this account unless they have to do this work outside office hours when it should be paid for at the rate of 20 cents a page.

(b) *Binding Fees.*—In the past, binding fees were intended to be paid to Recordkeepers for stitching civil case records owing to which work they had very often to remain in court outside office hours. Those who

were appointed as Recordkeepers prior to 1924 are allowed the privilege of drawing fees up to the extent of their salary or the binding fees recovered whichever is less. The others have been allowed to draw fees on an overtime basis on the same principle. Binding fees are recovered in stamps and the amount required for payment is voted under the respective Courts. The total amount provided for the year 1938-39 is about Rs. 16,000. The practice of Recordkeepers stitching case records is gradually disappearing with the appointment of binders, peons and sorters to the various Courts. At present, only 6 of the less important District Courts do not have binders. Of the Minor Courts, 8 employ binders and we have recommended such appointments in a few other cases.

We are of the opinion that the time has come to discontinue any payment to the Record Room staff from the binding fees recovered. Binding should be regarded as part of the normal duties of the Record Room staff. In special cases where Recordkeepers or their assistants have to remain after hours, to receive records and to lodge them, arrangements should be made for the officers to work outside office hours on a roster system.

(c) *Official Administration*.—Secretaries of District Courts are appointed as Official Administrators of Estates in cases where private administrators are not available. For this work, the Secretaries are paid a commission at rates fixed by the Court. We consider that the Secretaries should be allowed only the actual expenses incurred by them in connection with such administration and that any balance out of the *pro rata* commission leviable from the estate should be credited to Revenue.

(d), (e) and (f) *Other Fees*.—Occasions when fees are earned for translations, oaths and search are comparatively few and we do not, therefore, propose to go into detail as regards these fees. We recommend, however, that as these duties are generally attended to during office hours, the fees recovered should be credited to Revenue.

215. *Interpreters*.—These are officers of the Clerical Service who are attached to the various Courts for interpretation and translation work. A few of these officers can interpret both in Sinhalese and Tamil but in several cases it has been found necessary to appoint separate Interpreters for the two languages. There is provision to pay an allowance of Rs. 120 per annum to those Interpreters who can interpret in both the languages. An endeavour should be made to encourage more officers to make themselves proficient in both the languages, as it would then be possible to employ one Interpreter where there are now two.

Another matter that has come very prominently to our notice is the fact that the spare time of Interpreters, particularly in the Civil Courts, is not being utilized to the fullest advantage. These Interpreters are generally free for one or two hours in the mornings, occasionally in the afternoons and the whole time on Saturdays and vacation periods. In certain cases where we had occasion to discuss this matter with the Judicial Officers concerned, we pointed out that Interpreters, being members of the Clerical Service, should conform to the working hours and leave regulations applicable to members of the Clerical Service and that Interpreters should therefore be required to attend office and do clerical work on working days when they were not engaged in interpretation work. We are glad to note that this point of view has been appreciated and that some of the Judicial Officers have already given orders accordingly. We recommend this policy for adoption by all Courts.

216. *Clerical Staff during vacation periods*.—The Supreme Court and the District Courts in Ceylon have vacations during certain periods of the year, but the clerical staff is expected to attend office although the work during these periods cannot be sufficient to keep all of them fully engaged unless they are detailed to perform special duties. There does not appear to be a sufficient check on the manner in which the clerks spend their time in the offices during vacations. In some cases the officers do not seem to attend office at all.

We understand that the practice in Madras is for all the clerks to work during the first week of the vacation period and for the majority to be granted leave for the rest of the period. One or two clerks only are detailed to work during the remaining period of the vacation.

We are of the opinion that a system of compulsory leave during the vacation period may be introduced in Ceylon, at least in those Courts where the vacations are sufficiently long, so that the amount of leave taken during the working periods of the Courts may be minimized.

217. *Drawing up of Decrees.*—We were informed that the practice in some District Courts is for the Proctors to file draft decrees in all cases; in other Courts Proctors file draft decrees in certain types of cases such as partition actions, mortgage bond actions, &c. In most Courts, however, the decrees are drafted by court clerks. The Judicial Commission (1935) pointed out that “the correct practice as to drawing up a decree is that proctors should see that the decree is properly drawn up and in conformity with the judgment which means that they should attend to this themselves and not leave it to a court clerk.” We are, therefore, of the opinion that steps should be taken by the authorities to get the Proctors to file draft decrees in all District Courts and Courts of Request cases as this will not only prevent delay and inaccuracy in the work but will also result in an appreciable saving of the time of the clerical staff of Courts.

218. We now proceed to detailed recommendations as regards retrenchment of staff in individual Courts. These recommendations are based on a detailed examination of the work in each of the Courts followed up in most cases by an interview with the Judicial Officer in charge of the Court.

Head 15.—District Courts.

ANURADHAPURA.

219. *Staff.*—The staff of this Court consists of:

District Judge, Commissioner of Requests and Magistrate	..	1
Clerks :		
Class I.	..	1
Class III.	..	4
		5
Arachchi	..	1
Peon	..	1
Labourer	..	1

The District Judge agreed that the clerk in Class I. could be replaced by a clerk in Class II. with experience in District Court work. He also agreed to the reduction of the number of clerks in Class III. by one, on the understanding that, if it was found impossible for the reduced staff to cope with the work, the suppressed post should be restored. We are confident, however, that such a necessity will not arise.

220. *Circuit Court at Polonnaruwa.*—The District Judge holds court at Polonnaruwa one day in the month. He is accompanied by the Secretary, the Interpreter and a peon. The District Judge has agreed to dispense with the attendance of the Secretary at this Circuit Court provided the Interpreter is able to interpret both in Sinhalese and Tamil. This will result in a slight saving in the travelling expenses of the staff.

221. *Savings.*—The estimated savings accruing from the above recommendations are as follows:—

	Rs.
Difference in salaries of Clerk, Class I., and Clerk, Class II.	.. 1,770
1 Clerk, Class III. ..	.. 840
	2,610
Rent allowance, say	.. 260
Travelling Expenses (Polonnaruwa)	.. 200
	Total .. 3,070

AVISSAWELLA.

222. *Staff.*—The staff of this Court consists of:

District Judge, Commissioner of Requests and Magistrate	..	1
Clerks :		
Class I.	.. .. .	1
Class II.	.. .. .	2
Class III.	.. .. .	6
		<hr/>
		9
Bookbinder	.. .. .	1
Peons	.. .. .	5
Office Labourer	.. .. .	1
Punkah-puller	.. .. .	1
Sweeper	.. .. .	1

The District Judge agreed to release 1 clerk in Class III. and 1 sweeper.

223. *Other Charges.*—A sum of Rs. 500 is provided under Sub-head 2, Traveling. The District Judge agreed that this vote could be reduced by 20 per cent. irrespective of the proposal to reduce rates of batta and mileage.

224. *Court Building*—We strongly endorse the proposal of the District Judge that structural alterations should be effected whereby the wall of the Secretary's Office will be opened up and replaced by an archway so as to permit of adequate supervision of the office by the Secretary.

225. *Savings.*—The estimated savings are as follows:—

				Rs.
1 Clerk, Class III.	.. .. .	..	..	840
1 Sweeper	.. .. .	..	..	246
				<hr/>
				1,086
Rent allowance, say	.. .. .	..	..	104
Travelling	.. .. .	..	..	100
				<hr/>
			Total ..	1,290

BADULLA.

226. *Staff.*—The staff consists of:

District Judge, Commissioner of Requests and Magistrate	..	1
Clerks :		
Class II.	.. .. .	4
Class III.	.. .. .	5
		<hr/>
		9
Bookbinder	.. .. .	1
Arachchi	.. .. .	1
Peons	.. .. .	4
Labourers	.. .. .	2

The District Judge agreed that, after the end of October next when the temporary Additional Court ceases to sit, one post of clerk in Class III. might be retrenched provided there is no substantial increase in work.

The District Judge also agreed that one post of peon could be retrenched on the occurrence of the next vacancy. When this retrenchment is effected the Judge will take only one peon on circuit to Bandarawela.

227. *Savings.*—The estimated savings are as follows:—

				Rs.
1 Clerk, Class III.	.. .. .	..	..	840
1 Peon	.. .. .	..	..	372
				<hr/>
				1,212
Rent allowance, say	.. .. .	..	..	118
				<hr/>
			Total ..	1,330

BATTICALOA.

228. *Staff.*—The staff consists of the following:—

District Judge, Commissioner of Requests and Magistrate	..	..	..	..	1
Clerks :					
Class I.	..	..	..	..	1
Class II.	..	..	..	..	4
Class III.	..	..	..	..	4
					9
Bookbinder	..	..	..	..	1
Peons	..	..	..	..	4
Punkah-puller and sweeper	..	..	..	..	1
Caretaker and punkah-puller (Kalmunai)	..	..	..	..	1

The District Judge agreed that a clerk in Class III. could be released provided the work does not increase substantially.

229. *Kalmunai Circuit Court.*—The District Judge also agreed that, as things are at present, the length of the Circuit Court sessions at Kalmunai could be reduced from 6 days to 5 days a month. This will result in some slight savings in the travelling allowances paid to the Judge and to the staff that accompanies him to Kalmunai.

230. *Savings.*—The estimated savings are as follows:—

					Rs.
1 Clerk, Class III.	..	..	..	..	840
Rent Allowance, say	..	..	..	..	80
Travelling Allowance, say	..	..	..	..	180
					Total .. 1,100

CHILAW.

231. *Staff.*—The staff consists of:

District Judge	..	..	..	..	1
Clerks :					
Class I.	..	..	..	..	1
Class II.	..	..	..	..	2
Class III.	..	..	..	..	1
					4
Bookbinder	..	..	..	..	1
Arachchi	..	..	..	..	1
Peon	..	..	..	..	1
Sweeper	..	..	..	..	1

We have already recommended the establishment of a combined court at Chilaw. In that event the present staff will be required with additional staff as follows from the Magistrate's Court at Chilaw, viz:—

Clerks, Class III.	..	..	..	3
Peon	..	..	..	1

Should the amalgamation be found not to be possible, no reduction in the existing staff of the District Court would appear to be feasible.

COLOMBO.

232. The staff of this Court consists of the following:—

District Judge	..	..	..	..	1
Additional District Judges	..	..	..	..	3
Clerks	..	..	..	..	26
Stenographers	..	..	..	..	8
Stamp Vendor	..	..	..	..	1
Bookbinders	..	..	..	..	5
Peons	..	..	..	..	19
Labourers	..	..	..	..	3

233. The third Additional District Court was created in 1930 when the civil institutions were 6,279. The institutions have dropped in 1938 to 3,109, which is almost the same level as in 1918 when the second Additional Court was

established. Certain changes have however been recently made in regard to the jurisdiction of the District Courts in criminal cases. A number of offences which were hitherto triable by the Supreme Court have been brought under the jurisdiction of the District Court. On the other hand cases in respect of summarily-triable offences committed by re-convicted criminals which were hitherto committed to the District Court have been removed from the jurisdiction of the District Courts as the result of recent legislation which empowers the Magistrates' Courts to try such cases to a finish. Of the 356 criminal cases tried in 1938 by the District Court, Colombo, 149 were cases relating to charges against re-convicted criminals.

234. The Legal Secretary agreed with us that one of the three Additional Courts might be discontinued as an experiment and no appointment was made to the post of third Additional Judge, which was vacant, with effect from January, 1939. The sittings of the other Courts were prolonged by 30 minutes daily from the same date. Representations were recently made that consequent on the suppression of the Additional Court the roll had lengthened. The question of restoring the third Additional Court was, therefore, brought up for reconsideration.

235. We have carefully examined the state of the roll at the end of the last two quarters as against the state of the roll at the end of the corresponding quarters of last year. The roll relating to money cases now extends to 6 months as against 4 months in 1938. We have also examined the numbers of cases which were disposed of and which remained undisposed of in the first two quarters of 1938 and 1939 and we are of opinion that the experiment of working the District Court with 3 Judges should be continued for another 12 months and the position re-examined at the end of that period. If, in the meantime, any unexpected increase in the institutions or a worsening of the state of the roll should occur, the District Judge, Chilaw, who admittedly has very light work, may be detailed to attend to work in the District Court, Colombo, for a fixed period each month. We consider that this arrangement will work satisfactorily. The provision for the third Judge in the 1939-40 Estimates has accordingly been deleted.

In this connection a suggestion for the appointment of a Master-in-Chambers in place of the third Additional District Judge was placed before us. It was also suggested that the post of Secretary could be abolished if a Master-in-Chambers was appointed. We have carefully considered these suggestions and we are not satisfied that the proposal will result either in efficiency or in any appreciable retrenchment. It will not be practicable for one officer to attend to the whole of the motion roll as well as the routine matters attended to by the Judges and, in addition, to deal with all the work now done by the Secretary. The present arrangement of having an experienced member of the Clerical Service as Secretary to attend to the multifarious duties cast on him by law and regulations will have to be continued. Nor will the Master-in-Chambers be able to give all the assistance necessary to the Judges in the roll work and in office routine. If at any time, however, there arises a need for the appointment of a fourth Judge we recommend that this post should be placed in a lower grade in the scheme for the Judicial Service and a senior proctor be appointed to it.

236. As a result of the discontinuance of the third Additional District Judge the following staff attached to his Court has been released:—

Stenographers	..	..	..	..	2
Interpreter	..	..	..	..	1
Peons	..	..	..	..	2

The District Judge has suggested that the following staff could also be dispensed with as a retrenchment measure:

Stamp Vendor	..	..	..	..	1
Binder	..	..	..	..	1
Peons	..	..	..	..	2

X: 99V, 54. 298. N3t

He has also agreed to down-grade the following clerical staff:—

	Existing Number.	Proposed Number.
Special Class	2	1
Class I.	4	3
Class II.	11	9
Class III.	9	12

237. We had investigations carried out with a view to effecting further retrenchment. The District Judge agreed that the Tamil Interpreter—a clerk in Class II.—could be released if the other Interpreters attached to the Courts could interpret both in Sinhalese and Tamil. At present two out of the three cannot do so. We recommend that, if at all possible, two Interpreters with a knowledge of both the languages be appointed so that the proposed retrenchment may be effected.

We consider, however, that it should be possible, when the re-arrangement of duties and the change to a subject-clerk system recently introduced have been in operation for a reasonable period, further to reduce the staff by one clerk in Class II. and one Stenographer. We suggest that the position should be reviewed in 12 months with a view to effecting these further economies in staff.

238. *Minor Employees.*—With regard to minor employees, besides the reductions already recommended, the District Judge undertook to consider the possibility of further reducing the number of peons and to make a report early.

239. *Savings.*—The reductions recommended by us are estimated to produce the following annual savings:—

Salaries :	Rs.	Rs.
3rd Additional District Judge	15,600	
2 Clerks, Class II.	3,360	
2 Stenographers	3,760	
1 Stamp Vendor	480	
1 Binder	540	
4 Peons	1,326	
One Clerk in Special Class replaced by Clerk, Class III.	4,160	
One Clerk in Class I. replaced by Clerk, Class III.	2,790	
One Clerk in Class II. replaced by Clerk, Class III.	1,020	
	<hr/>	33,036
Allowances :		
Rent allowance (approximately)		3,240
	Total ..	<hr/> 36,276

GALLE.

240. *Staff.*—The staff according to the Estimates for 1938-39 is as follows :

District Judge	1
Additional District Judge	1
Clerks :	
Special Class	1
Class I.	1
Class II.	5
Class III.	6
	<hr/>
Stenographers	13
Bookbinders	2
Peons	3
Labourers	5
	<hr/>
	3

The post in the Special Class is at the moment filled by a clerk in Class I. This arrangement might be made permanent.

241. A District Court was opened at Balapitiya in June, 1939. The Additional District Judge of Galle sits at that Court for 3 days in the week. The clerical and minor staff for this Court are included in the above provision which includes 1

additional clerk and 1 additional binder. The full strength of the staff of the Balapitiya District Court is 3 clerks, 1 binder and 1 peon. It will thus be seen that the District Judge, Galle, has released 2 clerks and a peon from his existing staff for the Balapitiya Court.

242. The District Judge has also agreed that the work of the Court of Requests, Galle, can be combined with that of the District Court and for this purpose has requested that the two clerks and the binder now attending to the Court of Requests work should be attached to the District Court. He, however, undertakes to release one of these clerks "if after the duties of officers are re-arranged and tested for two months there appears to be no absolute necessity to retain his services". The District Judge has further agreed to release 1 binder as soon as the two Courts are amalgamated.

243. *Savings.*—The estimated savings are as follows:—

	Ra.
Difference in salaries of Clerk, Special Class, and Clerk, Class I.	1,370
1 Clerk, Class III.	840
1 Binder	610
	<hr/>
Rent Allowance, say	2,720
	270
	<hr/>
Total	2,990

HATTON.

244. *Staff.*—The staff consists of:—

Clerks:	
Class II.	1
Class III.	2
	<hr/>
Peon	3
	1

The District Judge, Nuwara Eliya, sits at this Court for 2 days in the week. He has stated that no reduction in the staff is possible but that the vote for incidental expenses could be reduced by Rs. 25. He also anticipates a saving of Rs. 100 from the vote of Rs. 1,200 for Inquests. The two votes may be reduced accordingly—savings Rs. 125 per annum.

JAFFNA.

245. *Staff.*—The staff consists of:—

District Judge	1
Additional District Judge	1
Clerks:	
Class I.	1
Class II.	5
Class III.	9
	<hr/>
Stenographer	15
Bookbinders	1
Stamp Vendor	3
Peons	1
Labourers	8
	2

The above staff includes provision for 2 clerks, 1 binder and 1 peon for the District Court at Point Pedro.

With regard to the staff at Jaffna the District Judge has agreed to the release of one clerk in Class II. and 1 peon.

In regard to the staff at Point Pedro the Additional District Judge agreed that, provided he obtains the services of a Class III. clerk and a binder (new posts in Estimates 1938-39), he would be prepared to arrange for the Class III. clerk to do the work of the Fiscal's Marshal in addition to his court duties. This would permit of the suppression of the post of Fiscal's Marshal (Class III. clerk) referred to under Head 18, Fiscals.

If, however, this arrangement does not materialize the Additional District Judge agreed to suppress the post of binder.

246. *Interpreter.*—The Additional District Judge agreed that, provided other arrangements could be made for interpretation work at Chavakachcheri, he could utilize the services of the Interpreter of the Point Pedro Magistrate's Court for his District Court work at Point Pedro instead of taking an Interpreter from Jaffna. There would be a consequent saving on the travelling expenses of the Interpreter (Rs. 600 per annum), and further his services would be available for clerical work at Jaffna. Arrangements have been made for the Chief Clerk of the Chavakachcheri Court to attend to the interpretation work of that Court.

247. *Savings.*—The estimated savings are as follows:—

	Rs.
1 Clerk, Class II.	1,860
1 Binder	510
1 Peon	336
	<hr/>
	2,706
Rent Allowance, say	270
Travelling Allowance to Interpreter	600
	<hr/>
	3,576

KALUTARA.

248. *Staff.*—The staff consists of:—

District Judge	1
Clerks :	
Class I.	2
Class II.	1
Class III.	6
	<hr/>
	9
Stenographer	1
Bookbinder	1
Peons	3
Labourer and sweeper	1

The District Judge agreed that 1 clerk in Class III. could be released. This will result in an annual saving of about Rs. 900.

KANDY.

249. *Staff.*—The staff consists of:—

District Judge	1
Clerks :	
Special Class	1
Class I.	1
Class II.	4
Class III.	5
	<hr/>
	11
Bookbinder	1
Arachchi	1
Peons	3
Labourer	1

The District Judge agreed to the release of 1 clerk in Class III. He also agreed to release a clerk in Class II. provided a stenographer is appointed to his Court. We recommend this.

250. *Savings.*—The estimated savings are as follows:—

	Rs.
1 Clerk, Class II.	1,860
1 Clerk, Class III.	840
	<hr/>
	2,700
Less 1 Stenographer	1,400
	<hr/>
	1,300
Rent allowance	130
	<hr/>
Total ..	1,430

KEGALLE.

251. *Staff.*—The staff consists of:—

District Judge, Commissioner of Requests and Magistrate	..	..	..	..	1
Clerks :					
Class I.	..	..	..	..	1
Class II.	..	..	..	..	4
Class III.	..	..	..	..	4
					<hr/> 9
Bookbinder	..	..	..	..	1
Peons	..	..	..	..	4
Labourers	..	..	..	..	2

The District Judge agreed that a clerk in Class III. could be released. He has also agreed that the Interpreter, who is now an officer in Class II., can be replaced by an officer in Class III.—preferably with a knowledge of Sinhalese and Tamil.

252. *Savings.*—The estimated savings are as follows:—

					Rs.
1 Clerk, Class III.	..	..	..	..	840
Difference in salaries of clerk in Class II. and clerk in Class III.	..	..	..	..	1,020
					<hr/> 1,860
Rent allowance, say	..	..	..	..	180
				Total	<hr/> 2,040

KURUNEGALA.

253. *Staff.*—The staff consists of the following:—

District Judge	..	..	..	..	1
Clerks :					
Class I.	..	..	..	..	2
Class II.	..	..	..	..	2
Class III.	..	..	..	..	5
					<hr/> 9
Bookbinder	..	..	..	..	1
Arachchi	..	..	..	..	1
Peons	..	..	..	..	2
Labourer	..	..	..	..	1

The District Judge agreed to retrench the post of Assistant Recordkeeper, a clerk in Class III., provided an additional peon is appointed for the Record Room. The District Judge also agreed to replace a clerk in Class I. (Interpreter) by a senior officer in Class II.

The District Judge further agreed that he would, within the course of the next 12 months, consider the possibility of retrenching another clerk by giving the Interpreter some clerical duties and by introducing improved office methods.

254. *Savings.*—The estimated savings are as follows:—

					Rs.
1 Clerk, Class III.	..	..	..	..	840
Difference in salaries—Clerk, Class I. and Clerk, Class II.	..	..	..	..	1,770
					<hr/> 2,610
Less 1 peon	..	..	..	..	336
					<hr/> 2,274
Rent Allowance, say	..	..	..	..	226
				Total	<hr/> 2,500

MATARA.

255. *Staff*.—The staff consists of:—

District Judge	..	..	..	..	1
Clerks :					
Class I.	..	..	..	2	
Class II.	..	..	..	3	
Class III.	..	..	..	5	
				—	10
Bookbinder	..	..	..	..	1
Arachchi	..	..	..	..	1
Peons	..	..	..	..	2
Sweeper	..	..	..	..	1

The above staff includes 2 new clerks (one in Class II. and the other in Class III.) for the temporary additional court. When this additional court ceases to function in about a year's time the extra staff should be released.

The District Judge has agreed that one of the clerks in Class I. can be replaced by a clerk in Class II. The annual savings will be about Rs. 1,900.

NEGOMBO.

256. *Staff*.—The staff consists of:—

District Judge	..	..	..	..	1
Clerks :					
Class I.	..	..	..	2	
Class II.	..	..	..	2	
Class III.	..	..	..	3	
				—	7
Bookbinder	..	..	..	..	1
Arachchi	..	..	..	..	1
Peons	..	..	..	..	2
Labourer	..	..	..	..	1

The District Judge agreed with us that one clerk in Class III. could be released. The District Judge further agreed that under existing conditions one peon attached to the Record Room could also be released.

257. *Savings*.—The estimated savings are as follows:—

					Rs.
1 Clerk, Class III.	..	..	..	..	840
1 Peon	..	..	..	..	336
					—
					1,176
Rent allowance, say,	..	..	..	..	114
					—
				Total	1,290

NUWARA ELIYA.

258. *Staff*.—The staff consists of:—

District Judge, Commissioner of Requests and Magistrate	..			..	1
Clerks :					
Class I.	..	..	..	1	
Class III.	..	..	..	3	
				—	4
Peons	..	..	..	..	2

The District Judge has reported that no reduction of staff is possible. We accept this view. He has, however, agreed to the reduction of the vote for Travelling by about Rs. 110 per annum by discontinuing the practice of taking a peon of the Nuwara Eliya Court to Hatton during the weekly sessions.

PUTTALAM.

259. *Staff.*—The staff consists of:—

Additional District Judge, Commissioner of Requests and Magistrate ..					1
Clerks :					
Class II.	..	..	..	1	
Class III.	..	..	..	3	
				—	4
Peons	..	..	..	..	2
Sweeper	..	..	..	..	1

The District Judge, Chilaw, holds court at Puttalam for 3 days in the month. Under our scheme for amalgamation of the Courts at Chilaw—*vide* paragraphs 211 and 212 above—this work will be attended to by the District Judge, Anuradhapura. The Additional District Judge agreed that one post of peon could be suppressed. The annual savings will be about Rs. 350.

RATNAPURA.

260. *Staff.*—The staff consists of:—

District Judge, Commissioner of Requests and Magistrate ..					1
Clerks :					
Class I.	..	..	..	1	
Class II.	..	..	..	2	
Class III.	..	..	..	7	
				—	10
Bookbinder	..	..	..	..	1
Arachchi	..	..	..	..	1
Peons	..	..	..	..	3
Punkah-puller	..	..	..	..	1
Sweeper	..	..	..	..	1
Bungalow-keeper (Rakwana)	..	..	..	..	1
Watchers (Rakwana and Balangoda)	..	..	..	..	2

The District Judge agreed that 1 clerk in Class III. could be immediately released. He also agreed to consider the possibility of releasing another clerk in Class III. in 12 months' time. He further agreed that the posts of punkah-puller and watcher at Rakwana Courts could be suppressed.

The District Judge has also agreed that the length of the sittings at Rakwana could be reduced from two days to one day in a fortnight. This will result in slight savings in the travelling expenses of Judge and staff.

261. *Other Charges.*—A sum of Rs. 3,200 is provided in the 1938-39 Estimates under Sub-head 2, Travelling. The District Judge agreed that, irrespective of the proposals made by us to reduce the rates of batta and mileage, the vote could be reduced by 20 per cent. The savings will be about Rs. 640.

262. *Savings.*—The estimated annual savings are:—

					Rs.
1 Clerk, Class III.	..	..	..	..	840
1 Punkah-puller	..	..	..	..	120
1 Watcher	..	..	..	..	336
					1,296
Rent allowance, say	..	..	..	..	129
Travelling	..	..	..	..	640
					2,065
				Total ..	<u>2,065</u>

TANGALLA.

263. *Staff.*—The staff consists of:—

District Judge, Commissioner of Requests and Magistrate	..	1
Clerks :		
Class I.	.. .. .	1
Class II.	.. .. .	2
Class III.	.. .. .	5
		—
		8
Arachchi	.. .. .	1
Peons	.. .. .	2
Labourer	.. .. .	1
Punkah-puller	.. .. .	1

We recommend that the post of punkah-puller appearing for the first time in the 1938-39 Estimates should not be filled and that the provision should be deleted in the next year's Estimates. The savings will be Rs. 120 per annum.

TRINCOMALEE.

264. *Staff.*—The staff consists of:—

District Judge, Commissioner of Requests and Magistrate	..	1
Clerks :		
Class I.	.. .. .	2
Class III.	.. .. .	3
		—
		5
Peons	.. .. .	3
Labourer	.. .. .	1

The District Judge has agreed to replace a clerk in Class I. by a clerk in Class II. This would result in an annual saving of about Rs. 1,900.

265. *Summary of Savings.*—The following is a summary of the savings recommended in respect of the different District Courts. This does not include possible savings by amalgamation of the Courts at Chilaw, Rs. 15,000, and increase to Revenue in respect of Fees, etc., about Rs. 50,000.

	Rs.
Anuradhapura	3,070
Avisaawella	1,290
Badulla	1,330
Batticaloa	1,100
Colombo	1,950
Galle	2,990
Hatton	125
Jaffna	3,576
Kalutara	900
Kandy	1,430
Kegalla	2,040
Kurunegala	2,500
Matara	1,900
Negombo	1,290
Nuwara Eliya	110
Puttalam	350
Ratnapura	1,425
Tangalla	120
Trincomalee	1,900
Total	29,396
Binding fees referred to in Our Report on Salaries, Allowances, &c. (approximate)	5,000
	34,396

Head 16.—Courts of Requests and Magistrates' Courts.

266. The lower Courts, other than District Courts, functioning in the Island may be grouped under the following heads:—

- (a) Courts of Requests and Magistrates' Courts combined with District Courts.
 (b) Combined Courts of Requests and Magistrates' Courts.
 (c) Separate Courts of Requests.
 (d) Separate Magistrates' Courts.
 (e) (i) Circuit Courts with resident clerical staff for combined District Court, Court of Requests, and Magistrate's Court.
 (ii) Circuit Courts with resident clerical staff for combined Court of Requests and Magistrate's Court.
 (f) (i.) Circuit Courts without resident clerical staff for combined District Court, Court of Requests, and Magistrate's Court.
 (ii.) Circuit Courts without resident clerical staff for combined Court of Requests and Magistrate's Court.

267. The stations in which the Courts under the above heads are functioning are given below:—

(a) Courts of Requests and Magistrates' Courts combined with District Courts 11

Anuradhapura	Nuwara Eliya
Avisawella	Puttalam
Badulla	Ratnapura
Batticaloa	Tangalla
Kegalla	Trincomalee
Mannar	

(b) Combined Courts of Requests and Magistrates' Courts .. 16

Balapitiya	Kurunegala*
Chilaw*	Mallakam
Dandagamuwa	Matale
Galle	Matara
Gampaha	Negombo*
Gampola	Panadure
Hambantota	Point Pedro
Jaffna*	
Kalutara*	

* Court of Requests cases over Rs. 100 are attended to by the District Court.

(c) Separate Courts of Requests 2

Colombo	Kandy
---------	-------

(d) Separate Magistrates' Courts 3

Colombo (Municipal Court)	Kandy
Colombo	

(e) (i.) Circuit Courts with resident clerical staff for combined District Court, Court of Requests and Magistrate's Court .. 2

Hatton	Vavuniya
--------	----------

(ii.) Circuit Courts with resident clerical staff for combined Court of Requests and Magistrate's Court .. 3

Chavakachcheri	Panwila
Kayts	

(f) (i.) Circuit Courts without resident clerical staff for combined District Court, Court of Requests and Magistrate's Court .. 2

Mullaitivu	Polonnaruwa
------------	-------------

(ii.) Circuit Courts without resident clerical staff for combined Court of Requests and Magistrate's Court .. 9

Balangoda	Nawalapitiya
Bandarawela	Rakwana
Kalmunai	Teldeniya
Kirama	Tissamaharama
Matugama	

REPORT OF THE RETRENCHMENT COMMISSION.

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268. The following is a comparative statement of the expenditure on Courts of Requests and Magistrates' Courts from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	459,978	38,780	498,758
1932-33	463,269	33,061	496,330
1933-34	454,083	30,119	484,202
1934-35	429,887	35,477	465,364
1935-36	424,786	39,898	464,684
1936-37	449,370	42,315	491,685
1937-38	448,873	44,263	493,136
1938-39 (Estimated)	462,270	46,035	508,305

269. Of the Courts in group (a) all except Mannar have been dealt with in the Chapter under District Courts. The staff at Mannar is as follows:—

Additional Commissioner of Requests and Additional Magistrate ..	1
Clerks :	
Class I.	1
Class III.	2
	<hr/>
	3
Peons	2

The question of amalgamating the staff at Mullaitivu Courts (now Vavuniya) with the staff at Mannar was considered but the District Judge, Mannar, does "not think that the net saving will be so great as to justify a change which will undoubtedly cause inconvenience to the villager". We are in agreement with this view.

The District Judge has agreed to the following:—

- (i.) The clerk in Class I. to be replaced by a clerk in Class II.
- (ii.) One post of peon to be suppressed.
- (iii.) Payment of binding fees (Rs. 200 per annum) to the Recordkeeper to be discontinued

270. *Savings.*—The estimated savings are as follows:—

	Rs.
Difference in salaries of 1 Clerk, Class I. and 1 Clerk, Class II. ..	1,770
1 Peon	336
	<hr/>
	2,106
Rent allowance, say	204
Binding fees	200
	<hr/>
	2,510

271. We now come to the Courts in group (b).

BALAPITIYA.

Staff.—The staff of this Court is as follows:—

Magistrate and Commissioner of Requests	1
Clerks :	
Class II.	2
Class III.	3
	<hr/>
	5
Peons	3
Labourer	1
Punkah-puller	1

The Magistrate has reported that the work in his Court is in arrears and that when the arrears are caught up in about 2 years' time, it should be possible to release 1 clerk in Class III.

CHILAW.

272. *Staff.*—The staff consists of:—

Magistrate and Commissioner of Requests	..	..	1
Clerks :			
Class II.	..	..	2
Class III.	..	..	3
			<hr/>
			5
Arachchi	..	..	1
Peons	..	..	2
Watcher	..	..	1

We have elsewhere recommended the formation of a combined Court at Chilaw. Should the amalgamation be approved, we consider that the following clerical posts in the Magistrate's Court could be suppressed:—

Clerks, Class II.	..	..	..	2
Arachchi	..	..	..	1
Peon	..	..	..	1
Labourer	..	..	..	1

We have included such savings in paragraph 212 above. If, however, the amalgamation does not take place, one clerk in Class III. can be released.

With regard to the minor staff, irrespective of amalgamation, we recommend the suppression of the post of watcher. The Treasury guard room is adjoining the Court building and the guards attached to the Treasury Office can watch the Court building also.

273. *Savings.*—The annual savings that would result from the above recommendations, are as follows:—

				Rs.
1 Clerk, Class III.	..	..	..	840
1 Watcher	..	..	..	246
				<hr/>
				1,086
Rent allowance, say	..	..	..	104
				<hr/>
				1,190

DANDAGAMUWA.

274. *Staff.*—The staff consists of:—

Magistrate and Commissioner of Requests	..	..	1
Clerks :			
Class II.	..	..	1
Class III.	..	..	4
			<hr/>
			5
Peons	..	..	2
Labourer	..	..	1
Caretaker	..	..	1

The Magistrate agreed to the suppression of 1 post of clerk in Class III. This will result in an annual saving of about Rs. 900.

GAMPARA.

275. *Staff.*—The staff consists of:—

Magistrate	..	..	..	1
Clerks :				
Class II.	..	..	..	1
Class III.	..	..	..	5
				<hr/>
				6
Bookbinder	..	..	..	1
Peons	..	..	..	2
Caretaker	..	..	..	1

Since October, 1938, the Magistrate of Negombo has been holding Court as Additional Magistrate at Gampaha for two days in the week.

No retrenchment is recommended in respect of the staff. The Magistrate has agreed to effect a saving of about Rs. 150 in the vote for Inquests.

GALLE.

276. *Staff.*—The staff consists of—

Magistrate	..	..	..	..	1
Clerks :					
Class I.	..	..	..	1	
Class II.	..	..	..	2	
Class III.	..	..	..	4	
				<hr/>	7
Bookbinder	..	..	..	..	1
Peons	..	..	..	..	3
Sweeper	..	..	..	..	1

277. The Court of Requests work is attended to by the Additional District Judge and there are 2 clerks in Class III, and 1 binder exclusively for this work. This staff is included in the provision for the Magistrate's Court. We have recommended the transfer of the staff doing Court of Requests work to the District Court, and the consequent savings are shown in the recommendations in respect of the District Court, Galle.

278. In regard to the staff attending purely to the work of the Magistrate's Court, the Magistrate has agreed that the post of clerk in Class I, can be filled by a senior officer in Class II. This will result in a saving of about Rs. 2,000 per annum.

GAMPOLA.

279. *Staff.*—The staff consists of—

Magistrate	..	..	..	..	1
Clerks :					
Class II.	..	..	..	1	
Class III.	..	..	..	3	
				<hr/>	4
Peons	..	..	..	..	3

We see no possibility of effecting any savings in staff in this Court.

HAMBANTOTA.

280. *Staff.*—The staff consists of—

Clerks, Class III.	..	..	..	..	2
Messenger	..	..	..	..	1

The Assistant Government Agent acts as the Magistrate and Commissioner of Requests. He has proposed the release of one clerk provided a temporary clerk is allowed to him for about three months during the early part of the year when there is a rush of prosecutions for defaults in licensing of motor vehicles, guns, &c. We accept the proposal. The estimated savings are as follows :—

				Rs.
Clerk, Class III.	..	..	..	840
Rent allowance, say	..	..	..	80
				<hr/>
				920
Less salary of temporary clerk for 3 months, say	..	..	..	135
				<hr/>
				785

JAFFNA.

281. *Staff.*—The staff consists of:—

Magistrate	..	..	..	..	1
Clerks :					
Class II.	..	..	..	3	
Class III.	..	..	..	5	
				<hr/>	8
Bookbinder	..	..	..	..	1
Peons	..	..	..	..	2
Sweeper	..	..	..	..	1

The Magistrate has released a clerk in Class II., but has asked for an additional peon. We have no objection to this. The estimated savings will be as follows:—

				Rs.
1 Clerk, Class II.	..	..	..	1,860
Less 1 Peon	..	..	..	336
				<hr/>
				1,524
Rent allowance, say	..	..	..	151
				<hr/>
				1,675

KALUTARA.

282. *Staff.*—The staff consists of:—

Magistrate	..	..	..	..	1
Clerks :					
Class II.	..	..	..	2	
Class III.	..	..	..	5	
				<hr/>	7
Peons	..	..	..	..	3
Labourer	..	..	..	..	1

Institutions in this Court are on the up-grade and we see no possibilities of effecting any reductions in staff.

KURUNEGALA.

283. *Staff.*—The staff consists of:—

Magistrate	..	..	..	..	1
Clerks :					
Class I.	..	..	..	1	
Class II.	..	..	..	1	
Class III.	..	..	..	4	
				<hr/>	6
Peons	..	..	..	..	3
Sweeper	..	..	..	..	1

The Magistrate agreed that the post of Chief Clerk, (now held by an officer in Class I.) may be filled by an officer in Class II. when the present holder of the post retires in the course of the next year or so. He also agreed that normally the post of Interpreter, who is in Class II., could be filled by an officer in Class III.

The Magistrate further agreed that one clerk in Class III. can be retrenched provided he is given a binder for the Record Room, and provided one of his remaining clerks is replaced by a clerk competent to do Tamil work in addition to other duties. We recommend these proposals.

284. *Savings*.—The estimated savings will be as follows:—

	Rs.
Difference in salaries of 1 Clerk in Class I. and one Clerk in Class II. ..	1,770
Difference in salaries of 1 Clerk in Class II. and one Clerk in Class III. ..	1,020
1 Clerk, Class III.	840
	3,630
Less one binder	510
	3,120
Rent allowance, say	310
	3,430

MALLAKAM.

285. *Staff*.—The staff consists of:—

Magistrate	1
Clerks :	
Class II.	1
Class III.	3
	4
Peons	2
Punkah-puller	1

The Magistrate agreed that one of his clerks could perform the duties of the Fiscal's Marshal (*vide* our Report under Head 18, Fiscals). The Record-keeper who was also ex-officio Stamp-Vendor has been relieved of the stamp vending work by the removal of the Imprest.

The Magistrate agreed to effect a saving of about 10 per cent. on the votes for " Other Charges ".

MATALE.

286. *Staff*.—The staff consists of:—

Magistrate	1
Clerks :	
Class II.	2
Class III.	3
	5
Peons	2
Sweeper	1
Garden labourer	1

No reduction in staff is recommended in view of the decision agreed to by the Magistrate to amalgamate the staff at Panwila with that at Matala. The savings resulting from the amalgamation are given under our recommendations below in respect of the Panwila Courts.

MATARA.

287. *Staff*.—The staff consists of:—

Magistrate	1
Clerks :	
Class II.	3
Class III.	3
	6
Peons	3
Sweeper	1

The Magistrate agreed that one of the posts in Class II. can be reduced to Class III. This will result in a saving of about Rs. 1,100 per annum.

NEGOMBO.

288. *Staff.*—The staff consists of:—

Magistrate	..	..	..	..	1
Clerks :					
Class II.	..	..	..	3	
Class III.	..	..	..	3	
				<hr/>	6
Peons	..	..	..	..	3
Sweeper	..	..	..	..	1

The Magistrate, has agreed that, under present conditions, one post of clerk, Class II., can be suppressed. The estimated savings will be about Rs. 2,000 per annum.

PANADURE.

289. *Staff.*—The staff consists of:—

Magistrate and Commissioner of Requests	..	..	..	..	1
Clerks :					
Class II.	..	..	..	2	
Class III.	..	..	..	4	
				<hr/>	6
Peons	..	..	..	..	3
Watcher	..	..	..	..	1
Labourer	..	..	..	..	1

The Magistrate agreed that the post of watcher could be suppressed. The estimated savings will be Rs. 240 per annum.

POINT PEDRO.

290. *Staff.*—The staff consists of:—

Magistrate	..	..	..	..	1
Clerks :					
Class II.	..	..	..	2	
Class III.	..	..	..	2	
				<hr/>	4
Bookbinder	..	..	..	..	1
Peon	..	..	..	..	1
Watcher	..	..	..	..	1
Punkah-puller	..	..	..	..	1

The Magistrate agreed that the post of Interpreter (Clerk, Class II.) can be filled by a clerk in Class III. The Magistrate also agreed that the binding fees need not be paid to the Record Room staff in future.

The estimated savings will be about Rs. 1,300 per annum.

291. The Courts to be dealt with next are those in group (c).

COLOMBO. (Court of Requests).

Staff.—The staff consists of:—

Commissioner of Requests	..	..	..	..	1
Clerks :					
Class I.	..	..	..	1	
Class II.	..	..	..	3	
Class III.	..	..	..	5	
				<hr/>	9
Stenographer	..	..	..	..	1
Bookbinders	..	..	..	..	2
Peons	..	..	..	..	5
Sweeper	..	..	..	..	1

No reduction in the staff is suggested as the institutions are on the increase. The Commissioner of Requests stated that a saving of about Rs. 300 per annum will be effected on the vote for overtime in respect of binding work.

KANDY. (Court of Requests).

292. *Staff.*—The staff consists of:—

Commissioner of Requests and Additional District Judge	..	..	..	..	1
Clerks :					
Class II.	..	..	..	2	
Class III.	..	..	..	2	
				—	4
Bookbinder	..	..	..	..	1
Labourer	..	..	..	..	1
Peons	..	..	..	..	3

The Additional District Judge agreed that one clerk in Class II. can be replaced by one in Class III., provided the clerk in Class III. had passed the second efficiency bar and had experience in Court work. He also agreed to consider the possibility of releasing one peon by a rearrangement of duties.

The estimated savings are about Rs. 1,400 per annum.

293. We now come to group (d).

COLOMBO (Municipal Court).

Staff.—The provision in the Estimates is for 1 Municipal Magistrate only. The clerical and other staff are the employees of the Municipal Council. The amount spent by Government as salary and allowances of the Magistrate is refunded by the Municipal Council. We do not therefore make any recommendations in regard to this Court.

COLOMBO (Magistrate's Court).

294. *Staff.*—The staff consists of:—

Magistrate	..	..	..	..	1
Additional Magistrate	..	..	..	..	1
Clerks :					
Class I.	..	..	..	2	
Class II.	..	..	..	4	
Class III.	..	..	..	8	
				—	14
Bookbinder	..	..	..	..	1
Peons	..	..	..	..	5
Sweeper	..	..	..	..	1
Latrine Labourer	..	..	..	..	1

In view of the fact that the institutions in this Court are increasing we do not recommend any reduction in staff.

KANDY (Magistrate's Court).

295. *Staff.*—The staff consists of:—

Magistrate	..	..	..	..	1
Clerks :					
Class II.	..	..	..	2	
Class III.	..	..	..	3	
				—	5
Peons	..	..	..	..	3
Labourer	..	..	..	..	1

The Magistrate agreed that one clerk in Class III. could be retrenched provided a bookbinder is appointed to the Record Room. This will result in an annual saving of about Rs. 350.

296. With regard to the Courts under group (c) we have dealt with Hatton under the Chapter on District Courts. In regard to Vavuniya, the staff is as follows:—

Clerks :				
Class II.	..	..	..	1
Class III.	..	..	..	2
				<hr/>
				3
Peon	..	..	..	1
Labourer	..	..	..	1

The Assistant Government Agent is the District Judge and the Additional Magistrate, Mannar, is the Additional Magistrate, Vavuniya. No reduction in staff is recommended.

297. We now come to Courts under group (e) (ii.).

CHAVAKACHCHERI.

Staff.—The staff consists of:—

Clerks :				
Class II.	..	..	..	1
Class III.	..	..	..	1
				<hr/>
				2
Bookbinder	..	..	..	1
Peons*	..	..	..	2
Watcher	..	..	..	1
Punkah-puller	..	..	..	1

* One peon works for 3 days at Point Pedro and for 3 days at Chavakachcheri.

The Magistrate of Point Pedro itinerates to this Court for 3 days in the week. He agreed that, if the Fiscal's Marshal were transferred to his office, he could attend to Court duties in addition to the work of the Fiscal's Marshal and that it would be possible to get the Chief Clerk of the Court to act as Interpreter. This would result in the saving of the travelling expenses of Rs. 480 per annum paid to the Interpreter from Point Pedro. The Magistrate also agreed that the binding fees paid to the binder, viz., Rs. 160 need not be paid if the arrangements referred to above could be made. The savings are given under Head 18, Fiscals.

KAYTS.

298. *Staff.*—The staff consists of:—

Clerks :				
Class II.	..	..	..	1
Class III.	..	..	..	1
				<hr/>
				2
Binder	..	..	..	1
Peons	..	..	..	2
Punkah-puller	..	..	..	1

The Magistrate from Mallakam holds Court here on 2 days of the week. He agreed that one of his clerks could perform the duties of the Fiscal's Marshal in addition to his present duties thus rendering it possible to retrench the post of Fiscal's Marshal.

PANWILA.

299. *Staff.*—The staff consists of:—

Clerks :				
Class II.	..	..	..	1
Class III.	..	..	..	2
				<hr/>
				3
Peons	..	..	..	2
Caretakers	..	..	..	2

The Magistrate, Matale, holds court at Panwila for 4 days in the month. He has agreed with our suggestion that it is not necessary to maintain a separate staff at Panwila and concurs in our view that the clerical work of the Panwila Court could be performed at the Headquarters Court at Matale provided he is given extra clerical assistance at Matale. Consequently two of the three clerks at Panwila (one clerk in Class II. and one in Class III.) can eventually be retrenched, the remaining Class III. clerk being posted to Matale; but for 3 months immediately after the amalgamation the Magistrate desires to retain the services of the other clerk in Class III. of the Panwila Court so as to provide the necessary assistance during the period of changing over.

The Magistrate further agreed that one of the two posts of peon at Panwila could be retrenched and the other peon attached to the Headquarters Court at Matale. The estimated annual savings are as follows:—

					Rs.
1 Clerk, Class II.	..	..	..	..	1,860
1 Clerk, Class III.	..	..	..	..	840
1 Peon	..	..	..	..	336
					<hr/> 3,036
Rent allowance, say	..	..	..	..	304
					<hr/> 3,340

300. With regard to Courts in group (f) any saving possible has been recommended under the relative Headquarters Courts.

301. *Summary of Savings.*—The following is a summary of the savings recommended in respect of the different Courts of Requests and Magistrates' Courts:

					Rs.
Mannar	..	..	..	..	2,510
Chilaw	..	..	..	..	1,190
Dandagamuwa	..	..	..	..	900
Gampaha	..	..	..	..	150
Galle	..	..	..	..	2,000
Hambantota	..	..	..	..	785
Jaffna	..	..	..	..	1,675
Kurunegala	..	..	..	..	3,430
Matara	..	..	..	..	1,100
Negombo	..	..	..	..	2,000
Panadure	..	..	..	..	240
Point Pedro	..	..	..	..	1,300
Colombo, Court of Requests	..	..	..	..	300
Kandy, Court of Requests	..	..	..	..	1,400
Kandy, Magistrate's Court	..	..	..	..	350
Panwila	..	..	..	..	3,340
					<hr/> 22,670
Binding fees referred to in our Report on Salaries, Allowances, &c., (approximate)	..	..	..	..	2,400
					<hr/> 25,070

Head 17.—Village Tribunals.

302. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39.

		Personal Emoluments.		Other Charges.		Total.
		Rs.		Rs.		Rs.
1931-32	..	130,413	..	27,084	..	157,497
1932-33	..	130,396	..	26,236	..	156,632
1933-34	..	129,292	..	27,379	..	156,671
1934-35	..	130,403	..	28,322	..	158,725
1935-36	..	232,516	..	62,101	..	294,617
1936-37	..	243,108	..	47,057	..	290,165
1937-38	..	249,199	..	49,653	..	298,852
1938-39 (Estimated)	..	263,065	..	62,107	..	325,172

303. The marked rise in expenditure during the year 1935-36 is due to the fact that the provision for the clerical and minor staff of the Village Tribunals was

transferred from Provincial Administration to this Head in that year. There has too been an addition of six Presidents to the Establishment up to the year 1938, and in the current Estimates there is a further addition of two Presidents in the Northern Province. There is a proposal to increase both the Civil and Criminal jurisdiction of the Village Tribunals. Any such action would give considerable relief to the minor courts of the Island.

304. There is provision for 61 Presidents of Village Tribunals for the Island in the 1938-39 Estimates. This number is distributed as follows:—

Colombo	..	..	5	Batticaloa	..	..	4
Kalutara	..	..	3	Trincomalee	..	..	1
Kandy	..	..	4	Kurunegala	..	..	6
Matale	..	..	3	Puttalam and Chilaw	..	..	2
Nuwara Eliya	..	..	2	Anuradhapura	..	..	4
Galle	..	..	4	Badulla	..	..	4
Hambantota	..	..	3	Ratnapura	..	..	4
Matara	..	..	5	Kegalla	..	..	3
Jaffna	..	..	2				
Mannar	..	..	1				
Mullaitivu	..	..	1				
							61

Each President has a staff of 1 or 2 clerks, peons and Village Tribunal Keepers.

305. The Legal Secretary has reported as follows:—

Badulla District.—The number of Presidents has been permanently reduced from 4 to 3.

Two clerks and two peons have also been retrenched.

Matara District.—The number of Presidents has been permanently reduced from 5 to 4.

One post of peon has also been retrenched. The allowances totalling Rs. 210, paid to the Village Tribunal Staff, Wellaboda Pattu, for additional duties as Village Tribunal Staff, Four Gravets, have been discontinued.

Colombo District.—The number of Presidents has been reduced from 5 to 4, as an experimental measure. No further economies are reported to be possible.

306. *Savings.*—The annual savings possible, taking into account the reduction in the Colombo District also, are estimated to be Rs. 9,840 made up as follows:—

				Rs.
3 Presidents	..	..	..	7,800
2 Clerks	..	..	..	1,200
3 Peons	..	..	..	630
Allowance	..	..	..	210
				9,840

Head 18.—Fiscals.

307. The following is a comparative statement of the expenditure under this Head from 1931-32 to 1938-39.

	Personal Emoluments.		Other Charges.		Total.		
	Rs.		Rs.		Rs.		
1931-32	436,878	..	498,428	..	935,306
1932-33	429,992	..	482,194	..	912,186
1933-34	426,786	..	402,694	..	829,480
1934-35	424,173	..	414,028	..	838,201
1935-36	427,100	..	499,497	..	926,597
1936-37	430,081	..	569,241	..	999,322
1937-38	433,132	..	439,956	..	873,088
1938-39 (Estimated)	451,672	..	524,120	..	975,792

308. *Organization.*—The Government Agents of the nine Provinces are also Fiscals of those Provinces, and the Assistant Government Agents who are in charge of Districts are the Deputy Fiscals of their respective Districts. There are also certain smaller areas, viz., Avissawella, Negombo, Chilaw, and Tangalla, which

are in the charge of officers of the Clerical Service who hold deputations from the Fiscals to act on their behalf. The Chief Clerks of the Offices of Fiscals and Deputy Fiscals are also generally given such deputations.

In Colombo, however, the Fiscal (Government Agent) has as his Deputy an officer in Class II. of the Civil Service and in Jaffna an officer in Class I. of the Clerical Service is in charge of the Fiscal's Office.

309. *Economies.*—We had investigations carried out in the various Fiscals' Offices and the savings that have been found possible amount to over half a lakh of rupees per annum. The detailed recommendations are contained in the following paragraphs. The examination of the expenditure under Other Charges should also lead to appreciable savings.

We are aware that further economies would be possible by the elimination of unnecessary routine in Fiscal's Office procedure and by the adoption of improved office methods and standardisation. The Legal Secretary has appointed a Departmental Committee to examine and report on Fiscal's Office procedure from the point of view of:—

- (a) the elimination of unnecessary routine
- (b) the reduction of expenditure, and
- (c) the standardisation of procedure.

We have made recommendations for the revision of the regulations governing the payment of batta and other travelling expenses to witnesses, jurors, assessors, etc., and we anticipate that a minimum saving of about 20 per cent of the relevant votes will be effected.

WESTERN PROVINCE.

310. In this Province there are 4 Deputy Fiscal's Offices, viz., at Colombo, Avissawella, Kalutara, and Negombo and 2 Fiscal's Marshals' Offices at Panadura and Gampaha. The following statement shows the staff provided for in the 1938-39 Estimates, the staff recommended by the Select Committee of the State Council in 1935 and the increases since then:—

	1938-39. Estimates.	Select Committee.	Increase.
<i>Colombo :</i>			
Deputy Fiscal, C. C. S., Cl. II.	1	1	—
Clerks	26	24	2
Shroff and Assistant	2	1	1
Book-binder	1	1	—
Arachehi	1	1	—
Peons, Process Servers, &c. :			
Office Peons	6		
Process Servers	21		
Writ Officers	6		
Escort Peons	20	51	2
Matrons	2	2	—
Office Labourers	2	2	—
Drivers of Vans and Assistant	3	3	—
Night Watcher	1	1	—
<i>Avissawella :</i>			
Clerks	2	2	—
Bookbinder	1	1	—
Peons and Process Servers	8	8	—
<i>Kalutara :</i>			
Clerks	8	8	—
Peons and Process Servers	11	11	—
<i>Negombo :</i>			
Clerks	5	5	—
Peons and Process Servers	7	7	—
Escort Peons	3	1	2
<i>Panadura :</i>			
Clerk	1	1	—
Process Servers	7	7	—
<i>Gampaha :</i>			
Clerk	1	1	—
Process Servers	9	9	—

311. *Colombo Deputy Fiscal*.—This post is held by an officer in Class II. of the Civil Service. The Fiscal has agreed with us that the post might be filled by an officer in Class III. of the Civil Service.

312. *Chief Clerk*.—The Fiscal has also agreed that the post of Chief Clerk which is now filled by an officer in the Special Class of the Clerical Service, could be filled by an officer in Class I.

313. *Clerical staff*.—The rest of the clerical staff is divided at present into the following Branches:—

	Cl. I.	Cl. II.	Cl. III.	Total.
Accounts Branch ..	—	3	1	4
Writ Branch ..	1	1	2	4
Sales Branch ..	—	1	5	6
Process Branch ..	—	1	5	6
Supreme Court Branch ..	—	—	2	2
Miscellaneous Branch ..	—	—	2	2
Record Room ..	—	—	1	1
	<u>1</u>	<u>6</u>	<u>18</u>	<u>25</u>

We recommended a scheme of reorganization reducing the number of Branches to 5 and introducing certain changes in operative methods which the Fiscal has accepted. This will result in the immediate release of 2 clerks—1 in Class I and 1 in Class III—from the Writ, Sales and Miscellaneous Branches. It will also not be necessary to fill the new post of clerk, Class III, applied for by the Process Branch on account of the additional District Court criminal process work. The Fiscal has further agreed to consider the possibility of retrenching a clerk in the Accounts Branch after about six months, when the staff will have become familiar with the improved operative methods.

314. *Record Room*.—The Fiscal agreed that the binder could be released by introducing the system of tagging papers.

315. *Peons and Labourers*.—Besides the Arachchi, there are 6 peons, 2 labourers and 1 watcher in the office. The Fiscal agreed that 2 peons and 1 labourer could be released.

316. *Town Writ Officers (6)*.—The Fiscal has stated in his Economy Programme that one of the posts now vacant will not be filled. This will reduce the number of writ officers to 5. The possibility of getting writs executed by the process servers of the areas concerned may be examined. If such an arrangement can be made we consider that two men can be retrenched from the total number of writ officers and process servers.

317. *Process Servers (21)*.—One process server who was in charge of service of warrants has been detailed for escort duty and another post has been suppressed by a re-definition of the areas of process servers in respect of 4 divisions. There are thus only 19 process servers at present. We consider that, irrespective of our proposals in the foregoing paragraph, it should be possible to make a further reduction in the number of process servers by 2 by re-grouping other areas. The Fiscal has agreed to this.

318. *Savings*.—The recommendations made by us in the preceding paragraphs are estimated to produce the following savings:—

	Rs.
Difference in salary of Deputy Fiscal between C. C. S., Class II. and C. C. S., Class III. ..	6,900
Difference in salary of Chief Clerk between Special Class and Class I. ..	1,400
1 Clerk, Class I. ..	3,600
2 Clerks, Class III. ..	1,680
1 Bookbinder ..	510
2 Office Peons ..	720
1 Labourer ..	246
3 Process Servers ..	1,080
	<u>16,136</u>
Rent allowance, say, ..	1,614
	<u>17,750</u>

319. *Avisawella*.—The Fiscal has suppressed one post of process server and has attached the officer thrown surplus to the Colombo Office as an escort peon.

In regard to the clerical staff, the present strength of 2 clerks—1 in Class II. and 1 in Class III.—will be necessary if this office is to function as a regular Deputy Fiscal's Office; but considering the volume of work transacted in this Office we are of the opinion that it should be converted into a Fiscal's Marshal's office and run on the same lines as the Fiscal's Marshal's Office at Hatton. If this is done it should be possible to release a clerk in Class II. and a bookbinder, resulting in the annual saving of about Rs. 2,500.

320. *Kalutara Clerical Staff*.—The Deputy Fiscal has agreed to retrench the posts of one Assistant Writs Clerk and the Recordkeeper, both officers in Class III. of the Clerical Service, on condition that a binder is appointed in place of the Recordkeeper. The Assistant Writs Clerk has already retired and the Recordkeeper has reached the retiring age.

321. *Allowances*.—The Transfer Clerk who is not on the fixed establishment is paid Rs. 26 per mensem from the Fiscal's Fees Fund and draws 65 per cent. of the transfer fees recovered. It was suggested to the Deputy Fiscal that, with the appointment of a binder, it should be possible to suppress the post of Transfer Clerk, the comparatively small amount of conveyancing here being done as part of the normal routine of the office. Conveyancing fees should be credited to revenue and the payment of Rs. 26 from the Fiscal's Fees Fund discontinued.

322. *Minor Employees*.—The Deputy Fiscal agreed to suppress the post of one peon and one process server.

323. *Savings*.—The savings that will result from the above recommendations are as follows:—

	Rs.
2 Clerks, Class III.	1,680
1 Peon	336
1 Process Server	336
	<hr/>
	2,352
Rent allowance, say,	148
	<hr/>
	2,500

Note.—The salary of the Binder will counterbalance the savings on account of the allowance in respect of Transfer fees.

324. *Negombo Clerical Staff*.—The Fiscal has agreed that the post of Deputy Fiscal now held by an officer in Class I. of the Clerical Service can be filled by a senior officer in Class II. without loss of efficiency and that, by a re-distribution of work, one post in Class III. can be suppressed.

325. *Minor Staff*.—The Fiscal has also agreed to suppress one of the posts of process server.

326. *Savings*.—The savings that will result from the above proposals are as follows:—

	Rs.
Difference in salary of Deputy Fiscal between Class I. and Class II. ..	1,400
1 Clerk, Class III.	840
1 Process Server	336
	<hr/>
	2,576
Rent allowance, say,	224
	<hr/>
	2,800

327. *Panadure*.—The Fiscal has agreed that the vacancy caused by the retirement of one process server will not be filled and his work will be distributed among the other servers. The savings amount to about Rs. 336.

328. *Gampaha*.—The Fiscal has suppressed one of the posts of process server by a redistribution of divisions and has attached him to the Colombo Office for escort duty.

CENTRAL PROVINCE.

329. The staff provided in the 1938-39 Estimates is as follows:—

Kandy :

Clerks :			
Special Class	..	..	1
Class II.	..	..	3
Class III.	..	..	8
			12
Arachchi	..	..	1
Peons, Process Servers and Escort Peons	..	..	39
Office Labourer	..	..	1
<i>Hatton</i> :			
Clerk, Class III.	..	..	1
Process Servers and Writ Officers	..	..	5
<i>Gampola</i> :			
Clerk, Class III.	..	..	1
Process Servers and Writ Officers	..	..	9
<i>Matale</i> :			
Clerks, Class III.	..	..	2
Process Servers and Writ Officers	..	..	11
<i>Nuwara Eliya</i> :			
Clerk, Class III.	..	..	1
Process Servers and Writ Officers	..	..	5

330. *Kandy*.—The Fiscal has agreed to the reduction of one clerk in Class III. from the strength of his office and to replace a clerk in Class II. by a clerk in Class III.

He has also agreed to the suppression of one post of process server and one post of escort peon and has further undertaken to look into the possibility of engaging temporary escort peons instead of maintaining a staff of permanent men. The estimated savings are as follows:—

			Rs.
1 Clerk, Class III.	..	..	840
Difference in salaries of 1 Class II. clerk and 1 Class III. clerk	..	..	1,020
1 Process Server	..	..	336
1 Escort Peon	..	..	336
			2,532
Rent allowance, say	..	..	253
			2,785

331. *Matale*.—The Fiscal has suppressed one post of clerk in Class III., and has added a binder to the establishment. He has also suppressed one post of process server. The estimated savings amount to Rs. 790 arrived at as follows:—

			Rs.
1 Clerk, Class III.	..	..	840
1 Process Server	..	..	336
			1,176
Less salary of 1 Binder	..	..	510
			666
Rent allowance, say	..	..	124
			790

SOUTHERN PROVINCE.

332. The staff provided in the 1938-39 Estimates is as follows:—

Galle :

Clerks :			
Class I.	..	..	1
Class II.	..	..	2
Class III.	..	..	10
			<hr/>
			13
Arachchi	..	..	1
Peons and Process Servers	..	..	40
Latrine Labourer	..	..	1
Matrons	..	..	2

Matara :

Clerks :			
Class II.	..	..	2
Class III.	..	..	6
			<hr/>
			8
Peons and Process Servers	..	..	22

Tangalla :

Clerks :			
Class II.	..	..	1
Class III.	..	..	2
			<hr/>
			3
Peons and Process Servers	..	..	11

Hambantota :

Clerks : Class III.			
..	..	..	1
Peons and Process Servers	..	..	6

333. *Galle*.—Of the posts of 13 clerks provided in the Estimates for 1938-39, two posts have not yet been filled. The Fiscal has agreed to suppress these two posts and also one of the remaining posts. He has also agreed to supply the Balapitiya Office with 2 Clerks from the Galle Office to cope with the District Court work transferred to Balapitiya from June, 1939. He has further agreed to suppress the two posts of Matron, one immediately and the other on retirement, and to reduce the number of process servers by 6. The estimated savings (excluding the staff of the Balapitiya Office) amount to Rs. 5,400 as follows:—

				Rs.
3 Clerks, Class III.	..	..	..	2,520
2 Matrons	..	..	..	450
6 Process Servers	..	..	..	2,016
				<hr/>
				4,986
Rent Allowance, say	..	..	..	414
				<hr/>
			Total	5,400

334. *Matara*.—The Deputy Fiscal agreed that one clerk in Class III. could be released. He has also agreed to look into the possibility of reducing the number of peons and process servers. The estimated savings amount to about Rs. 920.

335. *Tangalla*.—The Deputy Fiscal agreed that the Transfers and Sale Notice Clerk who is paid from fees should be released. His work will be divided among the 3 permanent clerks, and all fees credited to revenue.

336. *Hambantota*.—The Deputy Fiscal agreed that the binding allowance of Rs. 11 per annum paid to the Process Server of the town should be discontinued when the present holder of the post retired.

NORTHERN PROVINCE.

337. The staff provided in the 1938-39 Estimates is as follows:—

Jaffna : (including Point Pedro, Chavakachcheri, Mallakam and Kayts).

Clerks :			
Class I.	..	..	3
Class II.	..	..	2
Class III.	..	..	11
			<hr/>
Bookbinder	..	..	16
Peons and Process Servers	..	..	1
Office Labourer	..	..	32
			1

Mannar :

Clerks :			
Class II.	..	..	1
Class III.	..	..	1
			<hr/>
Peons and Process Servers	..	..	2
			7

Mullaattivu (Vavuniya) :

Clerks :			
Class III.	..	..	3
Peons and Process Servers	..	..	7

338. *Jaffna*.—The Fiscal has agreed that the post of Additional Deputy Fiscal (Class I of the Clerical Service) could be suppressed when the present holder of the post retires (March, 1940) provided a suitable building could be found to house the Fiscal's Office near the Courts. The Fiscal is taking steps to arrange for such a building as, apart from the savings possible, such an arrangement would be a distinct advantage to the public. Until it becomes possible to suppress the post of Additional Deputy Fiscal, the Fiscal was prepared to manage without one clerk in Class III. It was also agreed that, with the suppression of the post of Additional Deputy Fiscal, one peon could be released.

Savings.—The savings which are estimated to result from the above proposals are:—

				Rs.
1 Clerk, Class I.	..	..	..	3,630
1 Peon	..	..	..	336
				<hr/>
				3,966
Rent allowance, say	..	..	..	384
				<hr/>
				4,350

339. *Mannar*.—The Deputy Fiscal agreed that a clerk in Class II. could be replaced by one in Class III. The estimated savings will be about Rs. 1,100.

EASTERN PROVINCE.

340. The staff provided in the 1938-39 Estimates is as follows:—

Batticaloa :

Clerks :			
Class I.	..	..	1
Class II.	..	..	2
Class III.	..	..	3
			<hr/>
Process Servers	..	..	6
Peons	..	..	15
			1

Trincomalee :

Clerks :			
Class II.	..	..	1
Class III.	..	..	1
			<hr/>
Bookbinder	..	..	2
Peon	..	..	1
Process Servers	..	..	1
			8

341. *Batticaloa*.—The Fiscal agreed that the number of Process Servers should be reduced by two if bicycles can be provided for the use of the Process Servers. We agree that Process Servers lose much time in performing journeys on foot and it would be more economical to supply the Servers for large areas with bicycles. The Fiscal has also agreed that the Fiscal's Marshal at Kalmunai can be a clerk in Class III. instead of a clerk in Class II. as at present. The estimated savings will be about Rs. 1,500.

342. *Trincomalee*.—The Deputy Fiscal has agreed that two new posts of Process Server need not be filled and that, whenever necessary, Servers on daily pay will be employed on a temporary basis. The estimated savings will be about Rs. 500.

NORTH-WESTERN PROVINCE.

343. The staff provided in the 1938-39 Estimates is as follows:—

Kurunegala :

Clerks :

Class I.	..	..	..	1	
Class II.	..	..	..	1	
Class III.	..	..	..	9	

Peons, Process Servers and Escort Peons	..	..	..	11	
				36	

Puttalam :

Clerks :

Class I.	..	..	..	1	
Class III.	..	..	..	1	

Process Servers and Escort Peons	...	..	..	2	
				10	

Chilow :

Clerks :

Class II.	..	..	..	1	
Class III.	..	..	..	3	

Process Servers and Guards	..	..	..	4	
				14	

344. *Kurunegala*.—The Fiscal agreed to the release of one clerk in Class III. He has already reduced the number of Process Servers at Dandagamuwa by 3 and has further agreed to suppress one post of peon and one post of Process Server as vacancies occur. The estimated savings will be as follows:—

					Rs.
Clerk, Class III.	..	..	..	..	840
5 Peons and Process Servers	..	..	..	..	1,680
					<hr/>
					2,520
Rent allowance, say	..	..	..	..	230
					<hr/>
					2,750

345. *Puttalam*.—The Deputy Fiscal agreed that the Chief Clerk in Class I. can be replaced by a senior clerk in Class II. He also agreed that, by re-arrangement of duties, the number of Process Servers could be reduced from 10 to 8. The estimated savings are as follows:—

					Rs.
Difference in salaries of Clerk, Class I. and Clerk, Class II.	..	..	..	..	1,770
2 Process Servers	..	..	..	..	672
					<hr/>
					2,442
Rent allowance, say	..	..	..	..	243
					<hr/>
					2,685

346. *Chilaw*.—We are of the opinion that, by the introduction of improved operative methods and by re-distribution of work, it should be possible to reduce the staff by one clerk in Class III. The Additional Deputy Fiscal agreed that a reduction of 2 posts of Process Server, could be made as an experiment as vacancies occur in the course of the year. It was also agreed that the special allowance of Rs. 240 per annum paid to the Escort Clerk for work in the Remand Jail would be withdrawn by July, 1939, on the appointment of a guard possessing a knowledge of English.

The estimated savings are as follows:—

	Rs.
1 Clerk, Class III.	840
2 Process Servers	672
	<hr/>
Rent allowance, say	1,512
	<hr/>
	148
	<hr/>
Allowance to Escort Clerk for work at Remand Jail	1,660
	<hr/>
	240
	<hr/>
	1,900

NORTH-CENTRAL PROVINCE.

347. The staff provided in the 1938-39 Estimates is as follows:—

Anuradhapura :

Clerks :

Class II.	1
Class III.	3
	<hr/>
	4
Office Peon	1
Process Servers	14
Escort Peon	2

The Fiscal agreed that, by a re-arrangement of duties, one clerk in Class III. could be released. The Fiscal also agreed that a new post of escort peon would not be filled. He further undertook to examine the possibility of a reduction in the numbers of the process servers in about 6 months' time, after watching the effect of the new scheme of attaching process servers to specific ranges.

The estimated savings that will accrue from the above proposals are as follows:—

	Rs.
1 Clerk, Class III.	840
1 Escort Peon	336
	<hr/>
	1,176
Rent allowance, say	114
	<hr/>
	1,290

PROVINCE OF UVA.

348. The staff provided in the 1938-39 Estimates is as follows.—

Badulla :

Clerks :

Class II.	2
Class III.	4
	<hr/>
	6
Process Servers	15

The Fiscal agreed to suppress the post of Fiscal's Marshal, Bandarawela, the work at Bandarawela being attended to by a clerk from the Badulla Office. This clerk will have to be paid an allowance of Rs. 20 per mensem to cover his travelling expenses including subsistence and lodging allowances. The resulting savings will be about Rs. 650 per annum.

PROVINCE OF SABARAGAMUWA.

349. The staff provided in the 1938-39 Estimates is as follows:—

<i>Ratnapura :</i>				
Clerks :				
Class II.	..	..	..	2
Class III.	..	..	..	3
				5
Bookbinder	..	..	..	1
Matron	..	..	..	1
Peons and Process Servers	..	..	..	13
<i>Kegalla :</i>				
Clerks :				
Class I.	..	..	..	1
Class III.	..	..	..	4
				5
Peons	..	..	..	2
Process Servers	..	..	..	8
Escort Peons	..	..	..	5

350. *Ratnapura*.—The Fiscal agreed to the release of 1 clerk in Class II. He also agreed to the discontinuance of the allowance of Rs. 60 paid to the Town Arachchi, by arranging for the summonses in criminal cases in the town—now served by the Arachchi—to be served by the Process Servers. It was further agreed that the post of Matron could be suppressed.

The estimated savings are as follows:—

				Rs.
1 Clerk, Class II.	..	..	..	1,860
1 Matron	..	..	..	267
Rent allowance, say	..	..	..	213
Allowance to Town Arachchi	..	..	..	60
				2,400

351. *Kegalla*.—The Deputy Fiscal agreed that the post of one clerk in Class III. could be suppressed, by a re-arrangement of duties, on the retirement of an officer in September, 1939. He also undertook to examine the possibility of reducing the number of Process Servers. The estimated savings for the present are about Rs. 900 per annum.

352. *Fiscal's Marshals*.—In the course of our investigations of the staffing of Courts in the Jaffna Peninsula we came across four posts of Fiscal's Marshal at Kayts, Mallakam, Point Pedro and Chavakacheheri, the holders of which have not more than a few hours' work a day. The duties of these officers consist in the receiving of all processes, excepting writs and distress warrants, their distribution for service to a few process servers working under them and their collection and despatch after service; and taking charge of remand and convicted prisoners. These officers were so lightly worked that it appeared to us a more economical arrangement for their duties to be handed over to the clerical staff of the respective District or Magistrate's Courts. The Magistrate of Mallakam—Kayts agreed that at each of his two Courts one of his clerical officers could attend to the work of the Fiscal's Marshal in addition to his own duties thus rendering it possible to retrench the two posts of Fiscal's Marshal at Kayts and Mallakam. As regards Point Pedro the Additional District Judge agreed that if he obtained the services of the Class III. clerk and binder asked for in the Estimates for 1938-39, he would be prepared to arrange for the clerk to do the work of the Fiscal's Marshal in addition to his court duties, thus permitting of the suppression of the post of Fiscal's Marshal as a separate post. As regards Chavakacheheri the Magistrate has agreed, that if the Fiscal's Marshal were incorporated in the court staff so that he could spend part time on court work and part time on Fiscal's work the relief afforded the clerical staff would enable him to utilize the Chief Clerk of the Court as Interpreter and so avoid the necessity of taking with him an Interpreter from Point Pedro, whenever he itinerated

to Chavakachcheri. We thought that it would be easily possible for the Additional District Judge and the Magistrates to supervise the small amount of process work and custody of prisoners that the Fiscal's Marshals attend to: but the Fiscal has raised objections on legal grounds to the work being removed from his control. We, therefore, recommend that the four posts of Fiscal's Marshal at the above four places be retrenched as separate whole-time posts and their work attended to by members of the Courts staffs as outlined above but that, in so far as the duties of Fiscal's Marshal are concerned, the clerical officer performing these duties should work under the control of the Fiscal.

We should add that, should these arrangements be found to work satisfactorily in the Jaffna Peninsula, we think that the scheme should be extended to take in the remaining posts of Fiscal's Marshal at Gampaha, Gampola, Pandagamawa and Panadure. These officers are all lightly worked and their absorption into the clerical staff of the Courts at these four places would give the Courts a certain amount of clerical assistance. While no immediate retrenchment would be possible the addition of what amounts practically to the half-time of an officer should enable Government to resist further applications for increase of staff at these four Courts in the near future.

The savings that will accrue from the adoption of the recommendation to suppress the separate posts of Fiscal's Marshal as such in the Jaffna Peninsula are estimated to amount to Rs. 2,820 as follows:—

	Rs.
<i>Mallakam :</i>	
1 Clerk Class III.	840
<i>Kayts :</i>	
1 Clerk Class III.	840
<i>Point Pedro :</i>	
1 Clerk Class III.	840
Less 1 Binder	510*
	330
<i>Chavakachcheri :</i>	
Travelling allowance to Interpreter	450
Binding allowance	160
	610
	2,620
Rent allowance, say	200
	2,820

* Credit has already been taken for the suppression of this post in paragraph 335.

353. *Deed Fees.*—Fees for making out conveyances for purchasers varying from 50 cents to Rs. 3.75 a conveyance are recovered by the Fiscal or Deputy Fiscal under Section 286 of the Civil Procedure Code. The Financial Regulations provide that these fees may be drawn by officers who do the work provided it is done out of office hours. The regulations also provide that the clerk who prepares the conveyance shall be entitled to receive 65 per cent, and the checking officer the balance 35 per cent. In some Fiscal's Offices the preparation of the conveyances is done by extra clerks who draw the fees, while in others this work is done by permanent clerks either as part of their normal duties or outside office hours. The checking of the conveyances is done by Chief Clerks invariably within office hours. It has been held, in the case of the Colombo Fiscal's Office, that as checking could be done within office hours, no fee should be paid to the checking officer.

We had statistics collected of the number of conveyances prepared at the various Fiscal's Offices during 1938 and found that the largest number prepared was 360 which works out a little over one a day on the average. In most cases, the number is negligible. We are, therefore, of the opinion that the preparation and checking of conveyances should be done by permanent officers within office hours and that the fees recovered should be credited to Revenue. The gain to Revenue will be about Rs. 6,000 per annum.

354. The recommendations made in the foregoing paragraphs are estimated to produce the following savings :—

	Rs.	Rs.
<i>Western Province :</i>		
Colombo	17,750	
Avissawella	2,500	
Kalutara	2,500	
Negombo	2,800	
Panadure	336	
	<hr/>	25,880
<i>Central Province :</i>		
Kandy	2,785	
Matale	790	
	<hr/>	3,575
<i>Southern Province :</i>		
Galle	5,400	
Matara	920	
Hambantota	11	
	<hr/>	6,331
<i>Northern Province :</i>		
Jaffna	4,350	
Mannar	1,100	
	<hr/>	5,450
<i>Eastern Province :</i>		
Batticaloa	1,500	
Trincomalee	500	
	<hr/>	2,000
<i>North-Western Province :</i>		
Kurunegala	2,750	
Puttalam	2,685	
Chilaw	1,900	
	<hr/>	7,335
<i>North-Central Province :</i>		
Anuradhapura		1,290
<i>Province of Uva :</i>		
Badulla		650
<i>Province of Sabaragamuwa :</i>		
Ratnapura	2,400	
Kegalla	900	
	<hr/>	3,300
<i>Fiscal's Marshals</i>		2,820
	<hr/>	58,637
Total ..		<hr/> <hr/>

Summary of Savings.

355. The following is a summary of savings effected in the Departments under the Legal Secretary :—

	Rs.
Legal Secretary	11,270
Attorney-General	2,423
Legal Draftsman	43,750
Public Trustee	10,030
District Courts	34,396
Courts of Requests and Magistrates' Courts	25,070
Village Tribunals	9,840
Fiscals	58,637
	<hr/>
	195,416
	<hr/> <hr/>

CHAPTER VI.

FINANCIAL SECRETARY.

356. The following is a comparative statement of the expenditure of all the departments under the Financial Secretary in 1931-32 and 1937-38:—

	Expenditure in 1931-32.			Expenditure in 1937-38.		
	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
Financial Secretary	—	—	—	56,592..	731..	57,323
Treasury	352,820..	13,727..	366,547..	374,640..	23,122..	397,762
Public Debt	—	12,352,167..	12,352,167..	—	9,211,126..	9,211,126
Pensions	—	9,808,762..	9,808,762..	—	11,101,337..	11,101,337
Exchange	—	114,266..	114,266..	—	59,842..	59,842
Currency	49,913..	189,743..	239,656..	51,571..	155,696..	207,267
Loan Board	11,585..	313..	11,898..	11,319..	491..	11,810
Government Stores	186,486..	43,070..	229,556..	202,812..	43,159..	245,971
Government Press	284,991..	298,298..	583,289..	406,430..	281,022..	687,452
Department of Income Tax Estate Duty and Stamps	264,633..	87,428..	352,061..	403,647..	25,067..	428,714
Customs	688,817..	43,830..	732,647..	736,350..	55,672..	792,022
Miscellaneous Ser- vices	—	1,655,386..	1,655,386..	—	1,955,096..	1,955,096
	1,839,245	24,606,990	26,446,235	2,243,361	22,912,361	25,155,722
Less the total ex- penditure under Public Debt, Pensions and Exchange	—	22,275,195	22,275,195	—	20,372,305	20,372,305
	1,839,245	2,331,795	4,171,040	2,243,361	2,540,056	4,783,417

Elsewhere we have dealt with the functions and duties of the Treasury under the Donoughmore Constitution.

The expenditure for 1937-38 on account of all the Heads (except Public Debt, Pensions, and Exchange) under the control of the Financial Secretary shows an increase of Rs. 612,377 over the corresponding expenditure in 1931-32, of which Rs. 404,116 is the increase on Personal Emoluments alone. The increase in Personal Emoluments is due chiefly to normal increments to officers, the creation of a separate Department (a small Secretariat) for the Financial Secretary and to increases in the Cadre of certain Departments, notably the Government Press and the Department of Income Tax, Estate Duty and Stamps, to which reference is made again under their respective Heads.

Head 19.—Financial Secretary.

357. A separate secretariat was created for the Financial Secretary in 1936-37. The staff shown in the Estimates for 1938-39 consists of the following:—

Financial Secretary	..	..	..	..	1
Secretary, C. C. S., Class II.	..	..	..	..	1
Clerks	..	..	..	..	2
Stenographer	..	..	..	..	1
Arachchi	..	..	..	..	1
Cycle Orderly	..	..	..	..	1

We make no recommendation for any reduction in the above staff, apart from our general observations elsewhere regarding secretariats of Ministers.

Head 20.—Treasury.

358. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32	352,820 ..	13,727 ..	366,547
1932-33	348,295 ..	10,940 ..	359,235
1933-34	352,973 ..	11,819 ..	364,792
1934-35	367,049 ..	16,728 ..	383,777
1935-36	400,111 ..	21,464 ..	421,575
1936-37	371,625 ..	18,385 ..	390,010
1937-38	374,640 ..	23,122 ..	397,762
1938-39 (Estimated)	398,631 ..	21,750 ..	420,381

The figures prior to 1936-37 include the personal emoluments of the Financial Secretary for whom provision under a separate head of expenditure was made from that year. This separation involved the creation of a separate secretariat for the Financial Secretary.

359. Compared with the staff approved by the Select Committee of the State Council (Sessional Paper XXVIII.—1935), the staff appearing in the 1938-39 Estimates shows the following increases:—

Assistant Controller of Establishments (C. C. S., Class III.) ..	1
Clerks	14
Bookbinder	1
Bicycle Orderly	1

We have not caused any detailed investigation of the office, but the Deputy Financial Secretary with whom we discussed the matter stated that—

- (1) One post of Class II. clerk will be reduced to Class III.
- (2) Two posts of Class II. clerks out of the three additional clerks provided in the 1938-39 Estimates are not being filled for the present, as a retrenchment measure.

He has also pointed out that the Treasury recently abolished the post of Chief Clerk, which was held by a Special Class clerk.

We accept these proposals.

360. The reductions proposed are estimated to produce the following savings:—

Personal Emoluments.—

Salaries:

	Rs.
(a) Difference in the salaries of one Class II. Clerk and one Class III. clerk	744
(b) 2 Class II. clerks	3,168
	3,912

Head 21.—Public Debt and Head 22.—Pensions.

361. The subjects under the above two Heads are attended to by the staff of the Treasury provided for under Head 20.

Head 23.—Widows' & Orphans' Pension Office.

362. The provision in the 1938-39 Estimates for working this office is as follows:

	Rs.
Personal Emoluments	22,858
Other Charges	975
	23,833

The cost of this office up to the end of 1937-38 was met in the first instance from the Widows' & Orphans' Pension Fund and the Government share of the expenses was recovered and credited to the Fund at the end of the year. The expenses in 1936-37 and 1937-38 amounted to Rs. 33,720 and Rs. 42,419 respectively of which Rs. 8,430 and Rs. 10,605 were payable by the Fund. From 1938-39 the full expenditure for working the office is provided as for a Government department, and the share payable by the Fund is recovered and credited to General Revenue.

363. The staff provided in the 1938-39 Estimates is as follows:—

Secretary (Accountants' Scheme—Class IV.)	..	..	1
Clerks: Class I.	..	..	1
Class II.	..	..	3
Class III.	..	..	9
		—	13
Bookbinder	..	..	1
Peons	..	..	4

The Honourable the Financial Secretary has agreed that the clerical staff can be reduced by two Class III. clerks as soon as certain arrears of work have been caught up. This will result in an annual saving of about Rs. 1,500.

Head 24.—Exchange.

364. The subjects under the above Head are attended to by the staff of the Treasury provided for under Head 20.

Head 25.—Currency.

365. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	49,913	189,743	239,656
1932-33	46,997	62,053	109,050
1933-34	47,216	45,156	92,372
1934-35	48,616	161,876	210,492
1935-36	49,031	162,484	211,515
1936-37	50,767	161,383	212,150
1937-38	51,571	155,696	207,267
1938-39 (Estimated) ..	53,091	268,568	321,659

366. The staff provided in the Estimates for 1938-39 is as follows:—

Clerks	..	..	3
Shroff, Special Class	..	..	1
Deputy Shroff	..	..	1
Shroff's Assistants	..	..	32
Peons	..	..	2

We make no recommendation for any reduction in the above number, but in our Report on Salaries, Allowances, &c., we make certain proposals for economy by down-grading some of the posts of Shroff's Assistant.

Head 26.—Loan Board.

367. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	11,585	313	11,898
1932-33	10,595	255	10,850
1933-34	10,664	233	10,897
1934-35	10,664	241	10,905
1935-36	11,374	210	11,584
1936-37	10,954	500	11,454
1937-38	11,319	491	11,810
1938-39 (Estimated) ..	11,498	230	11,728

368. The strength of the Loan Board Staff is the same as that approved by the Select Committee in Sessional Paper XXVIII. of 1935. The Chief Commissioner of the Loan Board does not consider it possible to effect any economy in the staff.

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We recommend in our Report on Salaries, Allowances, &c., certain reductions in the allowances paid to the staff, which are estimated to produce an annual saving of Rs. 420.

Head 27.—Government Stores.

369. A comparative statement of the expenditure of the Department from 1931-32 to 1938-39 is given below :—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32	186,486 ..	43,070 ..	229,556
1932-33	188,461 ..	37,202 ..	225,663
1933-34	193,074 ..	37,103 ..	230,177
1934-35	195,405 ..	41,301 ..	236,706
1935-36	199,707 ..	45,682 ..	245,389
1936-37	201,115 ..	42,968 ..	244,083
1937-38	202,812 ..	43,159 ..	245,971
1938-39 (Estimated)	216,626 ..	47,570 ..	264,196

370. The staff provided for this Department in the 1938-39 Estimates and that sanctioned by the Select Committee of the State Council in Sessional Paper XXVIII.—1935 are as follows :—

	1938-39 Estimates.	Select Committee.
Government Storekeeper	1 ..	1
Assistant Government Storekeeper	1 ..	1
Second Assistant Government Storekeeper	1 ..	1
Clerks, General Clerical Service :		
Class I.	4 ..	3
Class II.	32 ..	32
Class III.	55 ..	52
(Railway Clerical Service) :		
Class II.	1 ..	1
	92	88
Magazinekeeper	1 ..	1
Warehouseman	1 ..	1
Supervisor of Labour	1 ..	—
Wharf Clerk	1 ..	1
Telephone Operator	1 ..	1
Bookbinder	1 ..	1
Assistant Binder (on daily pay)	1 ..	1
Timekeeper	1 ..	1
Counter	1 ..	1
Arachchi	1 ..	1
Peons	13 ..	13
Watchers	13 ..	13
Magazine Labourers	7 ..	7
Cycle Orderly	1 ..	1
Staff at Government bungalow, Nuwara Eliya :—		
Caretaker	1 ..	1
Gardener	1 ..	1
Labourer	1 ..	1
Staffs at Government bungalows, Diyatalawa :—		
" A " Bungalow :		
Caretaker	1 ..	1
Gardener	1 ..	1
Labourer	1 ..	1
" B " Bungalow :		
Caretaker	1 ..	1
Gardener	1 ..	1
Staff at Government bungalow, Kandy :—		
Caretaker	1 ..	1
Labourers	2 ..	2
Staff at Government bungalow, Hatton :—		
Caretaker	1 ..	1
Labourer	1 ..	1
Staff at King's House, Jaffna :—		
Caretaker	1 ..	1
Assistant Caretaker	1 ..	1
Latrine Labourer	1 ..	1
Staff at Government Bungalow, Haldummulla :—		
Caretaker	1 ..	1
Gardener	1 ..	1

371. It will be observed that the establishment recommended by the Select Committee and that provided in the 1938-39 Estimates is the same except that:—

- (i.) the number of clerks has been increased from 88 to 92, and
- (ii.) a post of Supervisor of Labour has been created.

The increase in the number of clerks has been necessitated by the appreciable increase in the volume of work dealt with, which may be gauged by the following:

	1934-35.	1938-39.
(i.) Number of indents with the Crown Agents and the Bombay and Calcutta Agents	1,600	1,748
(ii.) Number of orders issued for local purchases	24,587	29,321
(iii.) Number of requisitions received for stores	34,656	41,234
(iv.) Number of "transit" vouchers issued for stores delivered direct	4,713	6,420

The post of Supervisor of Labour was created in 1935-36 and replaced the post of a Class III. clerk who attended to this work prior to that time. The reason for creating a special post for this work was that the duties attached to it, which involved attendance before and after the usual office hours, were not appropriate for an officer of the General Clerical Service.

372. In the sections of our report dealing with the Public Works Department and the Railway we have recommended the amalgamation of the Public Works Department and Railway Stores respectively, with the Government Stores. Pending the proposed amalgamation of these stores we are of opinion that no alteration need be made in the establishment provided for the Government Stores in the 1938-39 Estimates except that the post of Second Assistant Government Storekeeper which is at present vacant should not be permanently filled till the amalgamated stores have been working for about a year and the new organization has been examined as recommended by us in paragraph 1364 of our report on the Railway.

373. We recommend that the amalgamation of the Railway Stores with the Government Stores should take place before the Public Works Department Stores are abolished. The amalgamation with the Railway Stores will provide the Government Storekeeper with the necessary accommodation, which is now not available in his present premises, for dealing with the despatch of stores which forms one of the main functions of the Public Works Department Stores. When the Railway Stores are amalgamated with the Government Stores the additional staff recommended, in paragraph 1366 of our report on the Railway should be transferred from the Railway to the Government Stores; the combined staff for the amalgamated stores, subject to the temporary arrangement referred to in the foregoing paragraph, will be as follows:—

- | | |
|---|---|
| (i.) Government Storekeeper | 1 |
| (ii.) Deputy Government Storekeepers | 2 |
| The present Assistant Government Storekeeper to function as the Deputy on the Government side; the present Railway Storekeeper to function as the Deputy on the Railway Branch. | |
| It was further agreed that on the occurrence of the first vacancy in the grade of Deputy, one of the posts of Deputy should be suppressed. | |
| (iii.) Assistant Government Storekeepers | 2 |
| There are at present one Assistant Storekeeper and one Probationer who has completed his probationary period in the Railway Department while the post of Second Assistant Government Storekeeper is vacant. | |
| (iv.) Probationer | 1 |
| The Railway Probationer who has completed his probationary period should be appointed to the vacant post of Assistant Government Storekeeper. | |
| (v.) Post of Chief Accounts Clerk of the Department to be raised to Class I. of the General Clerical Service. | |
| (vi.) The whole of the existing clerical, other minor and daily-paid staff of the present Government Stores. | |
| (vii.) Additions from the Railway Department, viz. :— | |
| (a) 50 per cent. of the present Clerical, Accounts and other fixed grades engaged on Railway Stores work; | |
| (b) 66 2/3rd per cent. of the present daily-paid labour and minor staff. | |

374. The Government Storekeeper has agreed that when the amalgamated Stores has been in operation for about twelve months the Stores work of Public Works Department could be taken over by it in accordance with our recommendations under Head 76—Public Works Department. He has asked for the transfer to his establishment of the following staff from the Public Works Department Stores to deal with this work at the commencement:—

Assistant Public Works Department Storekeeper	1
Assistant Timekeeper	1
Clerks	4
Peon	1
Messenger	1
*Sub-Overseer	1
*Checkers	2
*Carpenters	2
*Kangany	1
*Labourers	15

He has also undertaken to effect further economies when the work of the new Government Stores becomes stabilized with a view to limiting the additional expenditure resulting from handling the Public Works Department work to a sum not exceeding Rs. 10,000 per annum.

We recommend that the Public Works Department Stores work should be transferred to the New Government Stores as agreed upon with the Government Storekeeper, and the staff asked for by him transferred to his establishment from the Public Works Department Stores which should then be closed down. We also suggest that the Treasury should take steps to ensure that the Government Storekeeper carries out his undertaking to effect economies in staff, &c., as the work of the New Stores is stabilized so as to limit the additional expenditure on personal emoluments and labour caused by taking over the Public Works Department Stores to a sum not exceeding Rs. 10,000 per annum.

375. *Increases of salary necessary to compensate for added responsibility.*—The amalgamation of the Railway and the Public Works Department Stores with the Government Stores will increase the responsibility of certain staff officers, for which, we consider, they should be adequately compensated. We are aware that under existing conditions the Treasury is already of the opinion that the present Government Storekeeper who has been on the maximum (£850) on the scale £700—30—£850 for the last fifteen years, is inadequately paid for his present responsibility. Our proposal to bring the Railway and Public Works Department Stores under his charge will increase his responsibility further and make the case for the enhancement of his salary very much stronger. We recommend that, as soon as the scheme of amalgamation has been approved by Government, the Treasury should take up again the question of an increase of salary to the present Government Storekeeper and see that the matter is settled satisfactorily. The present Railway Storekeeper who is on the scale £660—30—£810 will continue to receive salary on that scale in his new post. The present Assistant Government Storekeeper, therefore, who has been drawing his maximum of £650 since 1926 and who under our proposal will be raised to the status of the Deputy Government Storekeeper on the Government Stores section should also, in our opinion, receive an adequate increase of salary. We do not consider that the responsibility of any other officer now in service either in the Railway, Public Works Department or in the Government Stores will be affected by the process of the proposed amalgamation. There will, therefore, be no case for adjustment of any other salaries.

376. In our Report on Salaries, Allowances, &c., we recommend certain reductions in the allowances now paid to the staff, which are estimated to produce eventually an annual saving of Rs. 1,140.

* Paid from provision under Head 77, Sub-head 48, Item 5, Transport Charges, of the 1938-39 Estimates.

Head 28.—Government Press.

377. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

		Personal Emoluments.		Other Charges.		Total.	
		Rs.		Rs.		Rs.	
1931-32	..	284,991	..	298,298	..	583,289	
1932-33	..	253,938	..	248,682	..	502,620	
1933-34	..	269,837	..	245,969	..	515,806	
1934-35	..	277,857	..	285,430	..	563,287	
1935-36	..	291,453	..	282,837	..	574,290	
1936-37	..	340,454	..	253,544	..	593,998	
1937-38	..	406,430	..	281,022	..	687,452	
1938-39 (Estimated)	..	406,458	..	294,333	..	700,791	

378. The staff provided for this Department in the 1938-39 Estimates and that recommended by the Select Committee of the State Council in Sessional Paper XXVIII. of 1935 are as follows:—

			1938-39. Estimates.	Select Committee.
Government Printer	..	..	1	1
Works Manager	..	..	1	1
Assistant Works Manager	..	..	1	1
Printer's Engineer	..	..	1	1
				(Printer's Fitter)
Superintendents:				
Composing	..	..	} 4	.. 4
Binding	..	..
Machine	..	..
Composing Machinery	..	..
Apprentice to Superintendent, Machine	..	..	1	1
Apprentice to Superintendent, Composing	..	..	1	—
Foremen	..	..	6	7
Clerks	..	..	32	10
Readers	..	..	2	2
Working Staff:				
Division A	..	..	140	} 203
Division B	..	..	189	
Division C	..	..	18	

379. *Printer's Engineer.*—This officer is engaged mainly on the maintenance of the printing machinery and repairs when necessary. The present holder of the post was recruited from the Public Works Department and placed on the special salary scale of Rs. 4,000—180 & 120—7,000. The Government Printer has suggested that it would be possible to replace him by an officer in receipt of a smaller salary, provided that the services of the present engineer are made available to the Press in a consulting capacity, if the necessity arises, for a period of about two years. We see no objection to the Printer's suggestion being adopted. The services of the present engineer could be more advantageously utilized in some other Mechanical Engineering Department than in his present post.

380. *Superintendents.*—The post of Superintendent, Composing Branch, is vacant, and the duties attached to it are being attended to by the Assistant Works Manager in addition to his own duties. The Assistant Works Manager receives an allowance of Rs. 600 per annum for doing so.

The Government Printer has agreed with us that the post of Superintendent, Composing, and that of Superintendent of Composing Machinery could be combined and that the post of one Superintendent should be suppressed. We recommend that this be done. We understand that the allowance paid to the Assistant Works Manager will cease on April 15, 1940, when the apprentice to the Superintendent, Composing, is appointed as Superintendent, Composing (in training).

381. *Special Apprentices.*—There are at present two special apprentices in training—one in the Machine Branch and the other in the Composing Branch. The Government Printer has informed us that their period of training is nearing completion and that they will shortly take the places of two Superintendents. With these

appointments, no vacancy in the grade of Superintendent is anticipated to occur within a period of about fifteen years. The Printer has agreed with us that no special apprentices need be engaged until about seven or eight years prior to the time a vacancy in the grade of Superintendent is expected.

382. *Foremen*.—At present there are only 5 Foremen though there is provision for 6 in the 1938-39 Estimates. The vacant post is that of the Foreman, Composing Machinery. The Government Printer has agreed with us that this vacancy need not be filled until such time as the Composing and Composing Machinery Branches are combined under one Superintendent.

It might be mentioned here that the method now adopted by Foremen and Clickers for booking workmen's time to jobs is not quite satisfactory. In practically every case inquired into it was found that an estimated time and not the actual time spent on a job was booked in the workmen's daily docket, with the result that the effectiveness of what is a thoroughly sound costing system was negated. We recommend that the Treasurer should take steps to ensure that the booking of time is properly carried out.

383. *Clerks*.—The strength of the Government Press clerical scheme sanctioned in the 1938-39 Estimates is 32 made up as follows:—

1 Class I.
5 Class II.
26 Class III.
<hr style="width: 100px; margin: 0;"/> 32

The number in Class II. includes 3 posts which are at present vacant. The actual strength at present is 29 made up as follows:—

1 Class I.
2 Class II.
26 Class III.
<hr style="width: 100px; margin: 0;"/> 29

In addition to the 29 clerks of the Government Press clerical scheme there are 8 other clerks paid from Sub-head 4, Labour.

The existing number of clerks in the Government Press clerical scheme is 19 in excess of that recommended by the Select Committee in Sessional Paper XXVIII. of 1935. We found that the increase is accounted for by the fact that a number of officers engaged on clerical duties but not in the Government Press clerical scheme were subsequently taken into the scheme when it was re-constructed by the Treasury in 1936.

We do not recommend any reduction or alteration of the cadre of the sanctioned strength of 32 clerks. But the present working strength of 29 clerks should be continued without filling up vacancies till the effect on the strength of the clerical staff necessary for the Press, as a result of utilizing the "punched card" machines installed at the Public Works Department for accounting work, has been ascertained. We understand that these "punched card" machines will be available for about 8-10 days each month for Government Press work, and that it would be economical to carry out certain items of accounting work, particularly the costing tabulations, on them during that time.

384. *Working Staff*.—There are 347 monthly paid men provided for in the 1938-39 Estimates. There is in addition a fluctuating daily paid staff of about 250 men paid from Sub-head 4, Labour. We observe that the number of this staff has been reduced by about 150 since the reorganization of the Press in 1933. The Government Printer has suggested that further reductions could be effected by:—

- (i.) Increasing the normal working office hours of the Press from 9 A.M. to 4.30 P.M. on week days, and 9 A.M. to 1 P.M. on Saturdays to 8 A.M. to 5 P.M. on week days and 8 A.M. to 1 P.M. on Saturdays, the present luncheon interval of half-an-hour, from 11.30 A.M. to 12 noon, being

increased to 1 hour, from 12 noon to 1 P.M. Similar hours are worked by the employees of the Government Factory and private printing presses.

We are informed that the above increase in working hours was put forward as part of a scheme of enhanced rates of overtime pay and that the latter has already received the sanction of Government independently of the proposal regarding working hours.

- (ii.) Revising and wherever possible reducing the units of time allotted to the various operations when the Press was first reorganized. It is anticipated that considerable economy can be effected, as the units of time now in force were allotted some years ago on a very generous scale to enable the employees to acquire experience.

In view of the appointment by His Excellency the Governor of a Departmental Committee under the Chairmanship of Mr. C. E. Jones, C.C.S., to examine and report on the standards of wages and conditions of services of labour grades in the Government Departments, we make no recommendation on these suggestions at this stage.

385. *Other Charges.*—We examined several proposals for economy in the votes for “Other Charges” and recommend the adoption of the undermentioned:—

(a) *Printing and Binding:*

- (i.) A senior staff officer in the Head Office of each department should be appointed to control demands for printing and binding, in addition to his other duties. This appointment should be in addition to the Printed Forms Clerk provided in accordance with Financial Regulation 802. When appointed these officers should be directed to call for returns of all items of printed forms, &c., from all sub-offices, in which details of quantities indented for during the past twelve months, quantities required for the next twelve months, and present stocks should be stated to enable them to control effectively future indents. These officers should be delegated the necessary authority to examine, in detail, all items of printing and binding in use in their departments and to recommend to the Printing Committee the alteration or deletion of any item they may think necessary. These officers should also be directed to see that Chapter XI. of the Financial Regulations is strictly complied with. These officers could also control all items of stationery and should be able to effect an appreciable saving.
- (ii.) The present quality of printing and binding executed by this Department should be cheapened by the introduction of cheaper paper, binding materials, styles, &c. The following are a few of the proposed changes which should be put into operation immediately:—

“ 4 L ” paper at Rs. 7.95 per ream to be replaced by “ 4 U ” at Rs. 6.19 per ream, or a cheaper paper if available;

“ 2 M buff ”, “ 4 F buff ” and “ 4 N buff ” at Rs. 7.16, 6.69 and 7.34 per ream respectively to be replaced by “ 4 U ”. At least 50 per cent. of “ 4 F ” at Rs. 10.32 per ream to be replaced by “ 4 L ”;

“ Glamis Amber ” cover paper at Rs. 17.04 per ream used mainly as an additional cover for Administration Reports and Sessional Papers to be confined to publications constantly required for reference, *e.g.*, Civil List;

The present practice of certain Departments to print forms on wool pulp boards at Rs. 4 per 100 to be stopped except in very exceptional cases;

Winterbottom Book Cloth at 60 cents per yard, and Dowlas at Rs. 1.30 per yard generally to replace the various grades of Rexine at Rs. 1.05, Rs. 2.86 and Rs. 4.60 per yard respectively. There should also be no gold lettering of titles except in the case of books supplied to a few selected libraries;

When the present stocks of paper and materials become exhausted the "standards" should be revised and a number of the cheaper grades of paper, &c., added.

- (iii.) Illustrations, graphs, &c., should be almost entirely excluded from all Administration Reports and used sparingly in all other publications. Illustrations should not, except in very exceptional cases, be incorporated in any page of text matter as this necessitates the use of art paper at Rs. 20.20 per ream for the whole of the publication.
- (iv.) Demands for file boxes, special and complicated types of file covers, loose-leaf binders, &c., are on the increase. As most of these items have to be completely executed by hand their use should be discouraged, as they are too expensive for general adoption.
- (v.) Certain Departments demand coloured insets in their publications. As in most cases little or no advantage is obtained by the use of such insets and as these insets considerably increase the cost of the publication, they should be excluded except in special circumstances.
- (vi.) The demands made by Departments for copies of the various publications should be restricted in future, particularly in connection with all items printed for the State Council.
- (vii.) The Distribution List for free copies should be revised and reduced.
- (viii.) At present there are some 7,900 standard general and departmental forms. Of these, 1,300 have not been indented for during the last two years. A number of these forms are badly designed, cumbersome to handle, and expensive to produce. Of a number of other forms only 100, or fewer, copies are indented for every year. As nearly 100 million forms are printed annually, a serious endeavour should be made by all Departments to reduce the number and quantity of the printed forms indented for by them. (Please see the special Chapter on "Stationery, office furniture, office requisites and printed forms".)
- (ix.) Apart from the huge volume of letterpress printing which is annually recurrent, the Government Press carries a large stock of saleable books which have been printed from time to time, to the value of Rs. 189,000. A number of these books printed mainly for sale to the public are likely to prove a total loss to Government. Apart from the original cost of production, the cost of storing these books is increasing annually and it is essential that most of these volumes should be sold or otherwise disposed of as early as possible. The prices of all the slow-moving items should be considerably reduced so that they may be made attractive, financially, to the public, or else such volumes should be destroyed. Otherwise it will be necessary to build larger book stores as the number of books to be stored increases. Before books of general interest intended mainly for sale to the public are printed in future, the advisability of publishing such books should be carefully considered by Government.

Additional economies can be effected in the Letterpress Section of the Government Press if Heads of Departments will see that—

- (1) All "copy" is very carefully prepared and revised to prevent the necessity of proofs having to be heavily corrected;
- (2) The Government Press is given ample time to complete any item sent for printing without recourse to overtime, &c. Had this been done in connection with the recent reprint of the Registers of Voters it would have been unnecessary to have had over half the number of registers printed in private printing offices at a cost of over three lacs of rupees.
- (3) Proofs are returned early. Certain Departments, we are informed, keep proofs for months and then return them with a request for copies to be supplied urgently.

- (4) The "copy" of all "annually recurrent" publications forwarded by Departments are very carefully examined with a view to the possible elimination or reduction of matter repeated from year to year.
- (x.) *Rebinding*: Over 6,000 books are rebound for the various Departments each year at an average cost of Rs. 4.50 per volume. Of these volumes, at least 25 per cent. are in good order and do not require rebinding. The Departments should be instructed to exercise greater care in sending requisitions for rebinding.
- (xi.) *Free issues of Legislative Enactments and New Law Reports*: Of the 3,300 sets of the Enactments printed, 1,023 sets have been issued free and only 271 sets have so far been sold. 1,750 sets of subsidiary Legislation were printed of which 1,023 sets were issued free and only 251 sets sold. Of New Law Reports, 554 copies of each part are printed and of these 236 are issued free and the balance will presumably be sold in course of time. We consider that the number issued free is very large, and should be drastically cut down.
- (xii.) The Government Printer should be the sole authority on all technical matters relating to style, size, materials to be used, &c., in connection with all Government printing and binding. All indenting officers should be instructed to give great weight to the advice of the Government Printer who will control and plan all printing and binding with a view to economy and suitability. At present a considerable amount of unnecessary expenditure has to be incurred by the Government Press owing to the failure of most Departments to comply with Financial Regulations 792, 793 and 799 to 803.
- (b) *Government Gazette*:
- (i.) The publication of the Civil Service examination syllabus and other examination syllabuses should be eliminated and, if necessary, a brief notice to the effect that "particulars of these syllabuses are obtainable at" should be published.
- (ii.) Notices regarding the sale of Unserviceable Articles, School Notices relating to change of management, registration, change of site, &c., Half-Yearly Return of Testamentary Cases and Estates under official administration, and lists of Jurors and Assessors should not be published in future. A brief notice stating that "the list of Jurors and Assessors have been prepared and may be examined at" may be published, if thought to be necessary.
- (iii.) All such notices as Municipal Council Proceedings, notices regarding sale of movables and properties for non-payment of taxes, Urban District Council Statements of Probable Revenue, &c., Municipal Registers of Voters and Insolvency Notices, &c., now published free of charge should be paid for in future.

386. *Stationery*:

(a) *Writing Paper*.—It was brought to our notice that the paper now supplied to Government Departments is too expensive for ordinary office use. According to the current price list, this quality of paper costs Rs. 2.77 per ream. The Government Printer thought that quality "4U" at a price of about Rs. 1.60 per ream should be sufficient. We have seen this particular quality and perhaps its use for all Government purposes might not be advisable, but we would suggest that the Government Storekeeper should stock 2 or 3 different qualities of paper and supply the quality required by each Department. The quality "P.L.225"; costing Rs. 2.77 per ream, should be regarded as the top quality, to be used sparingly and only for important documents. The senior staff officer referred to under section, *Printing and Binding*, should lay down the purpose for which each quality should be used and regulate the requisition for stationery accordingly.

(b) *Memo Pads*.—The present General Form No. 123 (small) is made up in pads of 100 forms. These pads quickly get damaged and broken up with a consequent loss of a very large number of leaves from each pad. If the metal memo block holders prepared by the Government Printer, sample of which we have seen, were issued to each officer now using pads, and blank 'offcuts' indented for, as required, a saving of several hundred rupees a year in the votes of the Press could be effected. The cost of the memo block holders should not amount to more than 25 cents each if a large quantity is ordered at any one time.

The subject of Stationery is discussed more fully in the special Chapter on "Stationery, office requisites, &c."

387. *Binding Materials*.—The Printer has brought to our notice that Government Departments are permitting their binders to use unnecessarily expensive materials. For example, sheepskins which are more expensive and less durable than Rexine are being used though they were condemned as uneconomical, so far as the Government Press was concerned, several years ago. In order to regulate the materials used for binding, the Printer has suggested that all requisitions for binding materials should be forwarded to the Government Storekeeper through him. We recommend the adoption of this suggestion.

388. *Advertisements in Government Publications*.—We consider that if the collection of private advertisements for insertion in official publications is centralized instead of each Government Department, which issues a publication containing such advertisements, attempting to collect what it can get, more revenue should result from this source. We, therefore, recommend that the Government Printer should be entrusted with this work. For the collection of advertisements he should be allowed a canvasser who should be remunerated on a percentage basis.

389. *Sale of Government Publications*.—The existing arrangement for the sale of Government Publications by the Government Recordkeeper does not appear to be satisfactory. Moreover, the sales have been comparatively poor, perhaps due to the present location of the Sales Room. The removal of this work from the Recordkeeper will also enable this officer to devote more time to his legitimate duties. We consider that the proper officer to be entrusted with the sale of all Government Publications is the Government Printer. We note that a similar recommendation has been made in paragraph 61 (2) of Sessional Paper VIII. of 1929. The Government Printer should be provided for this purpose with a small Central Book Depot in the Fort area where all Government Publications can be properly displayed for sale. To commence with, arrangements should be made with the Commissioner for Development of Agricultural Marketing to obtain space for the proposed Book Depot in his premises.

The Government Printer has agreed to undertake the sale and free distribution of Government Publications without any additional staff. The staff of 1 Class I. and 3 Class III. clerks on the establishment of the Government Recordkeeper engaged on the sale of books would therefore be available for transfer to some other Department.

390. *Salaries of Government Printer and Works Manager*.—In paragraph 52 of his report on the Government Press, Sessional Paper VIII. of 1929, Mr. Biggs stated that the above posts would appear to justify a higher scale of pay than that then in force. This was apparently accepted by the Legislative Council when the scheme of reorganization was approved by them. We were informed that the Colonial Secretary as Chairman, Printing Committee, recommended the grant of a pensionable personal allowance of £100 a year to each officer but that owing to the financial situation the Government was unable to agree to the proposed increase then. The Government Printer has reopened this question with us. He has been on his maximum salary of £850 since April, 1937. Our recommendations in this Report slightly increase his duties. We deal with the salary scale for future entrants in our Report on Salaries, Allowances, &c., and suggest that the Treasury should look into the question of the increment, if any, to the present holders of office.

391. *Savings*.—The savings resulting from the recommendations contained in the preceding paragraphs are estimated to produce Rs. 42,360 arrived at as follows:—

Personal Emoluments.—

Salaries :

	Ra.	Ra.
(1) Replacing the present Printer's Engineer by a lower salaried officer, say	1,600	
(2) One post of Superintendent	4,800	
	<hr/>	6,400

Allowances :

Rent allowance	960	
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Other Charges.—

(1) Sub-head 4, Labour	5,000	
(2) Sub-head 5, Paper, Plant, and Material	30,000	
	<hr/>	35,000
		<hr/>
		42,360

It may be mentioned that the proposal to purchase a new Rotary Printing Machine costing Rs. 36,000 which was considered necessary for next year has since been dropped.

Head 29.—Department of Income Tax, Estate Duty and Stamps.

392. The Income Tax Ordinance, No. 2 of 1932, was passed on February 9, 1932, and the tax was imposed as from April 1, 1932. The staff employed at the commencement of the Department as approved by the State Council on April 1, 1932, was as follows:—

1 Commissioner : £1,950 on 3 years agreement
3 Assistant Commissioners :
1 at £1,300 on 3 years agreement
2 at £1050—50—1,300
1 Administrative Secretary : held by a Civil Servant
7 Assessors :
1 at Rs. 9,480—540—10,560 on 3 years agreement
6 at Rs. 7,600—400 and 540—12,720
12 Assistant Assessors :
2 at Rs. 5,200—540—5,740 on 3 years agreement
10 at Rs. 2,700—400—8,000
77 Clerks
Necessary minor employees

393. One Assessor, 1 Assistant Assessor and 18 clerks were added to the Department when the Estate Duty and Stamp Office was amalgamated with it. On April 1, 1935, in consequence of the reduction of the income tax exemption limit from Rs. 4,800 to Rs. 2,400 two additional officers in the grade of Probationers and Assistant Assessors and 26 clerks were added to the Department. Recently two additional clerks were employed to deal with the recovery of the tax in instalment.

394. *Present Staff*.—The following staff shown in the 1938-39 Estimates is the same as the staff approved by the Select Committee of the State Council in 1935, with the addition of 2 clerks for the instalment system referred to above and 1 peon proposed to be added during this year:—

Commissioner	1
Assistant Commissioners	3
Administrative Secretary	1
Assessors	8
Assistant Assessors and Probationers	15

Clerks :

Special Class	..	..	..	..	1
Class I.	..	..	..	..	2
Class II.	..	..	..	..	32
Class III.	..	..	..	..	81

Railway Clerical Service :

Class II.	..	..	..	..	5
Class III.	..	..	..	..	1
Gujerati Accounts Clerk	..	..	..	..	1
Stamp Impressor and Vendor	..	..	..	..	1
Stenographers	..	..	..	..	7
Stamp Counter	..	..	..	..	1
Telephone Operator	..	..	..	..	1
Bookbinders	..	..	..	..	3
Kangany	..	..	..	..	1
Peons	..	..	..	..	17
Cycle Orderly	..	..	..	..	1
Watcher	..	..	..	..	1
Sweepers	..	..	..	..	2
Labourers	..	..	..	..	2

395. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

		Personal Emoluments. Rs.		Other Charges. Rs.		Total. Rs.
1931-32	..	264,633	..	87,428	..	352,061
1932-33	..	437,526	..	28,372	..	465,898
1933-34	..	405,393	..	34,193	..	439,586
1934-35	..	376,527	..	109,869	..	486,396
1935-36	..	392,425	..	34,647	..	427,072
1936-37	..	386,715	..	17,250	..	403,965
1937-38	..	403,647	..	25,067	..	428,714
1938-39 (Estimated)	..	421,776	..	23,880	..	445,656

The revenue earned by the Department during this period is as follows:—

				Rs.
1931-32	..	..	..	160,256
1932-33	..	..	..	8,579,255
1933-34	..	..	..	10,465,546
1934-35	..	..	..	11,770,512
1935-36	..	..	..	13,818,887
1936-37	..	..	..	13,605,543
1937-38	..	..	..	17,606,667
1938-39 (Estimated)	..	..	..	21,565,000

The figures prior to 1933-34 do not include Estate Duty, Stamp Duty and Composition Duties on Bank Cheques, Share Certificates, &c., which were collected by a separate Department.

396. After discussion with the Income Tax Commissioner, we have reached an agreement with him regarding the following reductions in the Cadre of his Department:—

- (a) The post of Administrative Secretary held by an officer in Class II. of the Civil Service to be abolished.
- (b) Vacancies in two posts of Assessor not to be filled (without reducing the total number in the combined grade) until the Assistant Assessors selected for promotion have reached the initial salary of the Assessor grade. The Income Tax Commissioner agreed to follow this procedure as a general rule subject to there being at least four Assessors at any time.
- (c) The post of Clerk, Special Class, to be suppressed.
- (d) One post of Clerk, Class I., to be suppressed.
- (e) Three senior Class II. clerical posts to be converted to Class III.
- (f) One post of Bookbinder to be suppressed.

397. *Assistant Commissioners—3.*—The Income Tax Commissioner stated in 1932 that on the lines of the policy adopted in India and England, it would have been necessary to have only 1 Assistant Commissioner, but that two additional Assistant Commissioners were engaged in view of the Ceylon conditions and the necessity for careful checking of Staff Officers' work. At the interview we had with the Income Tax Commissioner he stated that he was unable to agree to the reduction of the number of Assistant Commissioners to two as he considered that, in addition to other reasons, it was essential to maintain the present strength in order to carry out satisfactorily the inspection of assessments made by Assessors and Assistant Assessors. He referred to the fact that the Auditor-General's annual reports for the years 1935-36 and 1936-37 had disclosed the discovery by his Department of under-recoveries of income tax amounting to Rs. 74,000 and 96,500 respectively. We suggested that the matter should be reconsidered by him in consultation with the Financial Secretary. The Income Tax Commissioner has informed us that, after consultation with the Financial Secretary, he is unable to agree to a reduction of the number of Assistant Commissioners to two. In the circumstances we accept the view of the Income Tax Commissioner. We would note, however, that the employment of three Assistant Commissioners would only be justified on the ground that a considerable portion of their time is actually employed in an effective check of assessments.

398. *Assessors, Assistant Assessors and Probationers—23.*—With regard to the number of Assessors and Assistant Assessors it was stated at the time their number was fixed that the extent to which taxpayers' returns could be scrutinized was necessarily limited, but that it was anticipated that with the lapse of time every return would at some time or other receive adequate scrutiny. The Commissioner was definitely of opinion that a reduction, which would inevitably entail less investigation of cases, would be inadvisable and uneconomic. We agree with this view. We would suggest, however, that machinery be arranged to ensure that a certain number of cases are investigated each year.

399. It has been pointed out by the Financial Secretary that the proposal to abolish the post of Administrative Secretary would mean the elimination of the Civil Service element from the Income Tax Department, and that it had been intended by Government that the Administrative Secretary should do a certain amount of technical work which would enable him later to take up an appointment as Assistant Commissioner. We agree that the policy of maintaining a Civil Service element in the Department is a sound one, but the present arrangement is not working satisfactorily. The Administrative Secretary does hardly any technical work. Civil Servants who fill this post for a comparatively short time would not be qualified several years later to fill the post of Assistant Commissioner. We therefore consider that the Civil Service element should be introduced directly into the technical section of the department and this may be done by the appointment of a junior Civil Servant to the next vacancy in the grade of Assistant Assessor. Such an officer should remain in the Income Tax Department for an appreciable period of time.

400. The reductions recommended by us are estimated to produce the following savings:—

Personal Emoluments.—

Salaries :	Rs.	Rs.
(a) Administrative Secretary	12,000	
(b) Difference between the mean salaries of Assessor and Assistant Assessor x 2	8,320	
(c) Chief Clerk, Special Class	4,700	
(d) Clerk, Class I.	3,180	
(e) Difference between the mean salaries of 3 Class II. clerks, and 3 Class III. clerks	3,060	
(f) Bookbinder	600	
	<hr/>	31,860
Allowances, Rent allowance	3,953	3,953
	<hr/>	
Total		<hr/> <hr/> 35,813

Head 30.—Customs.

401. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32	688,817	43,830	732,647
1932-33	674,682	37,884	712,566
1933-34	673,863	42,532	716,395
1934-35	692,067	57,401	749,468
1935-36	714,846	46,400	761,246
1936-37	719,226	71,142	790,368
1937-38	736,350	55,672	792,022
1938-39 (Estimated)	734,091	107,462	841,553

The estimated rise in expenditure for 1938-39 under " Other Charges " is due to the provision of Rs. 50,000 for a sea-going launch for Preventive Service at Out-ports.

402. The establishment provided for this Department in the 1938-39 Estimates is the same as that recommended by the Select Committee of the State Council in Sessional Paper XXVIII of 1935, except that:—

(i.) The number of Assistant Charges Officers has been reduced from 9 to 8, and a post of Chief Assistant Charges Officer has been created in place of the suppressed post; and

(ii.) The number of Assistant Shroffs has been increased from 13 to 15.

403. *Assistant Collectors.*—The duties of these officers consist mainly of the supervision of the work of the Landing Waiters at the Warehouses and the verification of the correctness of entries, for ad valorem goods, which are passed by the Appraisers. Between 1931 and 1935 there were only 2 Assistant Collectors. The number was increased to 3 in 1935-36 owing to the increase in work, and has continued to remain at this strength since then. The Principal Collector was opposed to any reduction in this grade and after discussion we agreed with him that the present volume and complexity of the Customs work would not permit of a reduction in the existing number. He has also stated that if and when the Principal Collector of Customs is relieved of his duties as Chairman of the Colombo Port Commission the possibility of reducing one staff post at the Customs should be considered in the light of the amount of work then required of the Supervising Staff.

404. *Accountant.*—The 1938-39 Estimates provides for an expenditure of Rs. 790,953 of which Rs. 734,091 constitute Personal Emoluments. The accounting work relating to Personal Emoluments involves the preparation of pay abstracts only and does not require supervision by an Accountant. The accounting work relating to the other sub-heads of expenditure is also of a routine character and can be safely entrusted to a Chief Accounts Clerk. On the revenue side the Accountant has only to check the classification and see that all collections are properly banked. We consider that the existing organization of the accounting section of this Department does not require an Accountant at its head.

The Principal Collector of Customs has agreed that when the present Accountant retires or is transferred to some other Department, the post of Accountant could be suppressed and the duties attached to it carried out by a Special Class officer of the Customs Clerical Service. We recommend the adoption of this proposal.

405. *Customs Clerical Service.*—The staff provided for in the 1938-39 Estimates consists of 127 clerks graded as follows:—

Special Class .. ..	..	..	..	2
Class I. .. ..	..	..	..	18
Class II. .. ..	..	..	..	107
				127

The work of the various branches was examined by our Investigating Unit and the Principal Collector of Customs has agreed to the reduction of the number to 116. We give below a summary of the existing staff, the reductions recommended and the staff proposed:—

	Existing Staff.	Reduction.	Increase.	Proposed Staff.
Chief Clerk's room	12	2	—	10
Long Room	20	4	—	16
Accounts Branch	16	2	—	14
Statistical Branch	18	—	—	18
Registrar's Branch	1	—	—	1
Shipping Office	1	—	—	1
Parcel Post	12	2	—	10
Appraising Branch	2	1	—	1
Warehouses	21	2	—	19
Exports Office	7	—	—	7
Outports	12	—	—	12
Relief	5*	—	2	7
	<u>127</u>	<u>13</u>	<u>2</u>	<u>116</u>

* One post vacant.

We do not, however, bind the Principal Collector of Customs to the distribution of the posts among the branches strictly according to the above table. It may be varied as between the branches according to the fluctuation of the work so long as the total allowed for the Department is not exceeded.

We recommend that the reduced staff of 116 should be graded as follows under existing conditions:—

Special Class	3
Class I.	17
Class II.	97
	<u>116</u>

A further reduction in the clerical staff would be possible if the statistical work were mechanised. The Principal Collector of Customs has agreed to investigate the desirability of mechanising this work and to effect such further reduction in the clerical staff as may be possible if a mechanised system is adopted.

Please see our Report on Salaries, Allowances, &c., for our scheme of reconstruction of the Customs Clerical Service as in the case of similar closed services in the Survey and Postal Departments as well as in that of the General Clerical Service, where a broad-based structure is proposed with a larger number in Class III, for routine work.

406. The services of certain officers of the Customs Clerical Service stationed at the Exports Office are utilized for work connected with the Tea and Rubber Control Departments for which no payment is now being made by these Departments. We discussed this with the Principal Collector of Customs, who agreed with us that a sum to cover the salaries, pensionary contributions and allowances of these clerks ought to be recovered from the Tea and Rubber Control Departments and credited to Revenue. We suggest that the Tea and Rubber Control Departments be requested to make the necessary payments.

407. *Assistant Appraisers.*—Of the 18 posts provided for in the 1938-39 Estimates, one is vacant at present. The Principal Collector of Customs has agreed to allow this post to remain vacant and not to fill it unless absolutely necessary.

408. *Assistant Charges Officers.*—These officers are engaged in the examination of passengers' baggage for dutiable goods and in recovering duty on them. The Principal Collector of Customs has agreed to reduce their number from 8 to 7.

He has also agreed that when the present Charges Officer retires his successor should be allowed to retain fees earned by him as an Inspector of Petroleum only up to a maximum to be fixed by the Treasury, any excess being credited to Revenue.

409. *Assistant Shipping Master*.—This officer is an understudy to and generally assists the Shipping Master in his duties. The Principal Collector of Customs has agreed to consider the possibility of suppressing the post of Assistant Shipping Master when the present holder vacates office, and to strengthen, if then found necessary, the clerical staff attached to the Shipping Office.

410. *Tide Surveyors*.—The number provided in the 1938-39 Estimates is 40 made up of 9 in Grade I. and 31 in Grade II. The Principal Collector has agreed to reduce the number in Grade II. to 30.

411. *Tide Waiters*.—The number provided in the 1938-39 Estimates is 150. One post is at present vacant. The Principal Collector of Customs has agreed to reduce the number to 140.

412. *Customs Overtime Fund, &c.*—The Principal Collector of Customs has agreed that the cost of the items mentioned below, which are at present not being paid for, should be estimated and recovered annually from the Overtime Fund and credited to Revenue:—

- (a) Part salary, pensionary contribution and allowances of a clerk for checking the Overtime Register;
- (b) Cost of Audit;
- (c) Cost of Lighting, &c.

The Principal Collector of Customs has also agreed that a sum to cover part salary, pensionary contribution and allowances of a clerk for attending to work connected with Certificate Fees should be recovered from these fees and credited to Revenue, as the Certificate Fees are divided between the Customs officers who attend to the issue, &c., of these certificates and no part of them goes to Revenue.

413. *Other Charges—Uniforms*.—The 1938-39 Estimates provide for Rs. 10,000 for Uniforms for Preventive and Baggage Office staff, Shipping Masters, Officers at Talaimannar, Tide Surveyors, Tide Waiters, &c. The Principal Collector of Customs has agreed to reduce the provision for 1939-40 to Rs. 8,000.

414. *Revised Establishment*.—We give below the establishment provided for in the 1938-39 Estimates and that revised in accordance with the recommendations contained in the preceding paragraphs:—

	Estimates 1938-39.	Revised Es- tablishment.
Principal Collector of Customs, C. C. S., Class I., Grade I. ...	1	1
Deputy Collector of Customs, C. C. S., Class II. ..	1	1
Landing Surveyor, C. C. S., Class II. ..	1	1
Assistant Collectors	3	3
Accountant, Class IV.	1	—
Customs Clerical Service :		
Special Class	2	2
Class I.	18	17
Class II.	107	97
Stenographer	1	1
Appraising Department :		
1st Appraiser	1	1
2nd Appraiser	1	1
Postal Appraiser	1	1
Assistant Appraisers	18	18
Baggage Office Staff :		
Charges Officer	1	1
Chief Assistant Charges Officer	1	1
Assistant Charges Officers	8	7
Preventive Service :		
Chief Preventive Officer	1	1
Chief Assistant Preventive Officer	1	1
Assistant Preventive Officers	12	12

			[Estimates 1938-39.		Revised Establishment.
Shipping Office :					
Shipping Master	..	..	1	..	1
Assistant Shipping Master	..	..	1	..	1
Shroff's Department :					
Shroff, Class I.	..	..	1	..	1
Assistant Shroffs	..	..	15	..	15
Minor Staff :					
Tide Surveyors—					
Class I.	..	..	9	..	9
Class II.	..	..	31	..	30
Tide Waiters	..	..	150	..	140
Female Searcher	..	..	1	..	1
Bookbinder	..	..	1	..	1
Telephone operators	..	..	3	..	3
Peons	..	..	2	..	2
Watchers for preventive measures	..	..	79	..	79
Boatmen—					
Colombo	..	..	9	..	9
Jaffna	..	..	21	..	21
Labourers	..	..	3	..	3
Driver for Motor Van	..	..	1	..	1
Extra Clerks, Tidewaiters, &c.	..	..	(Block vote)		
Crew for Trincomalee Launch :					
Driver	..	..	1	..	1
Succany	..	..	1	..	1
Calassies	..	..	2	..	2

415. *Savings.*—The reductions recommended are estimated to produce a saving of approximately Rs. 37,875 per annum arrived at as follows:—

Personal Emoluments.—

		Rs.	Rs.
Salaries :			
1 Accountant	..	4,600	
11 Clerks : Class I.	1 ..	3,210	
Class II.	10 ..	16,800	
1 Assistant Charges Officer	..	3,000	
1 Tide Surveyor, Grade II.	..	615	
10 Tide Waiters	..	3,300	
		31,525	31,525
Allowances :			
Rent allowance (approximately)	..	3,000	
Other allowances details of which appear in our Report on Salaries, Allowances, &c. :—			
(1) Overtime allowance to Officers at Talaimannar	..	900	
(2) Overtime allowance to Tide Surveyors (Baggage Office and Preventive staff), Colombo	..	300	
(3) Boot allowance to officers in the Baggage Office and in the Preventive Service in Colombo	..	150	
		4,350	4,350
Other Charges. —			
Sub-head 4, Uniforms	..		2,000
			37,875

Head 31.—Miscellaneous Services.

416. The subjects under this Head are attended to by the staff of the Treasury provided under Head 20.

In our Report on Salaries, Allowances, &c., we propose reduction in the outfit allowances paid to scholars and Government officers sent abroad, which will produce an approximate saving of Rs. 2,500 per annum.

Summary of Savings.

417. The following is a summary of savings effected in the Departments under the Financial Secretary:—

	Rs.
Treasury	3,912
Widows' and Orphans' Pension Office	1,500
Loan Board	420
Government Stores	1,140
Government Press	42,360
Income Tax, Estate Duty and Stamps	35,813
Customs	37,875
Miscellaneous Services	2,500
	<u>125,520</u>

CHAPTER VII.

THE COMMITTEE FOR HOME AFFAIRS.

418. The following is a comparative statement of the expenditure of all the departments under the Committee for Home Affairs in 1931-32 and 1937-38:—

	Expenditure in 1931-32.			Expenditure in 1937-38.		
	Personal Emoluments.	Other Charges.	Total.	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Minister of Home Affairs	29,586..	285..	29,871..	49,532..	1,002..	50,534
Provincial Administration	3,567,625..	333,757..	3,901,382..	3,395,761..	339,578..	3,735,339
Excise Department	774,678..	604,052..	1,378,730..	908,813..	665,848..	1,574,661
Police	2,778,626..	713,721..	3,492,347..	2,992,284..	717,669..	3,709,953
Prisons	379,423..	488,238..	867,661..	452,368..	388,269..	840,637
Government Analyst	57,303..	4,521..	61,824..	58,711..	13,747..	72,458
Zoological Gardens	—	—	—	8,608..	43,084..	51,692
	<u>7,587,241</u>	<u>2,144,574</u>	<u>9,731,815</u>	<u>7,866,077</u>	<u>2,169,197</u>	<u>10,035,274</u>

The expenditure in 1937-38 of the departments under the Minister of Home Affairs shows a net increase of Rs. 303,459 over the expenditure in 1931-32; of this increase, Rs. 278,836 is due to increase in Personal Emoluments and the balance Rs. 24,623 to increase in expenditure on Other Charges. The increase in Personal Emoluments is chiefly in the Police, Prisons and Excise Departments and in the Office of the Ministry. It is due partly to increases in cadre, which are detailed under the respective Heads and to normal increments to officers. The expenditure under this Ministry has also risen as a result of the Zoological Gardens being taken over by Government in 1935-36. Reduction in expenditure has taken place in Provincial Administration and the Prisons Department (Other Charges) but this, however, has been offset by the increase in expenditure of the other departments under the Ministry.

Head 32.—Minister of Home Affairs.

419. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	29,586	285	29,871
1932-33	33,876	475	34,351
1933-34	34,168	641	34,809
1934-35	47,879	1,234	49,113
1935-36	43,765	443	44,208
1936-37	50,349	963	51,312
1937-38	49,532	1,002	50,534
1938-39 (Estimated)	48,144	2,185	50,329

420. The staff attached to the office of the Secretary to the Minister of Home Affairs, according to the Estimates for 1938-39, is:—

Secretary, Civil Service, Class II.	..	..	..	1
Clerks: Class I.	..	..	..	1
Class II.	..	..	..	1
Class III.	..	..	..	3
Stenographer	..	..	..	1
Peon	..	..	..	1
Peon and Cycle Orderly	..	..	..	1
Cycle Orderly	..	..	..	1

The Secretary has reported that it would not be possible to make any reduction in the above establishment. We accept this view.

Head 33.—Provincial Administration.

421. *General.*—The Provincial Administration of the Island is conducted through nine Provincial Kachcheries in the charge of Government Agents (C.C.S., Class I.) and ten District Kachcheries in the charge of Assistant Government Agents (C.C.S., Class II). The Kachcheries are situated at the following stations:—

Provincial Kachcheries.	District Kachcheries.
(i.) Colombo	(i.) Kalutara
(ii.) Kandy	(ii.) Matale
(iii.) Galle	(iii.) Nuwara Eliya
(iv.) Jaffna	(iv.) Matara
(v.) Batticaloa	(v.) Hambantota
(vi.) Kurunegala	(vi.) Mannar
(vii.) Anuradhapura	(vii.) Vavuniya
(viii.) Badulla	(viii.) Trincomalee
(ix.) Ratnapura	(ix.) Puttalam
	(x.) Kegalla

422. The following is a comparative statement of the expenditure under this head from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	3,567,625	333,757	3,901,382
1932-33	3,468,542	244,052	3,712,594
1933-34	3,399,326	253,422	3,652,748
1934-35	3,386,798	315,216	3,702,014
1935-36	3,415,210	333,603	3,748,813
1936-37	3,384,762	327,109	3,711,871
1937-38	3,395,761	339,578	3,735,339
1938-39 (Estimated) ..	3,231,308	367,995	3,599,303

423. *Economics.*—Our recommendations in regard to the possible economies in the various Kachcheries, with which the Government Agents and Assistant Government Agents have agreed, are embodied in the subsequent paragraphs. The savings are estimated to be Rs. 167,212 annually. We consider this not unsatisfactory in view of the fact that, from the year 1925, the Kachcheries received the particular attention of the late Mr. L. J. B. Turner, C.C.S., the then Director of Office Systems, who introduced improved operative methods from time to time and recommended the reduction of staff wherever possible. Further, it was brought to our notice by the Government Agents and Assistant Government Agents that new functions are constantly being assigned to them and thus more work is continually being thrown on the Kachcheries.

There are, however, certain general principles affecting the Kachcheries, the application of which should result in further saving of staff or increased revenue, *e.g.*:—

- (a) Civil List Officers should confine themselves to the performance of duties commensurate with their pay, and greater use should be made of Chief Clerks and other senior clerks on minor executive duties.
- (b) Chief Headmen should be entrusted with greater powers, *e.g.*, by granting them greater responsibility in connection with the holding of Land Kachcheries, the development of Village Settlements and Colonization Schemes.
- (c) Trained Surveyors attached to Kachcheries should be withdrawn as the work turned out by them is not commensurate with their pay. Clerks in Class III, trained in the Survey Office, should replace the Surveyors.
- (d) The licensing periods of different kinds of licences should be so altered and spread out as to prevent rush of work during a particular season of the year.
- (e) Statements of licence fees to be refunded to Local Authorities take an appreciable time to prepare. The suggestion was made that instead of refunds of the actual fees recovered being made, Government may allow an annual grant to the Local Bodies, assessed on the amount recovered in preceding years. In the alternative, Local Authorities may be empowered to *renew* the licences in their respective areas.

- (f) The possibilities of reductions in the staff of the Gansabhawa Branches of Kachcheries should be kept in view when the Village Committees begin to function under the new Village Communities Amending Ordinances.
- (g) Rates of payment for dog-shooting vary in the different districts; in some districts the rate is considered to be excessive. The rates should be revised and standardized as far as possible.
- (h) A fee should be charged for the issue of a licence to deal in rubber.
- (i) Assistant Government Agents should be authorized to deal direct, to a greater extent than is now done, with other Government Departments, instead of going through the Government Agents, save in important matters relating to general policy and discipline.
- (j) Local Bodies, particularly the Urban District Councils, should conduct their own elections or meet the expenses incurred.
- (k) The abuse of the exercise of the privilege of Local Option in Excise matters should be prevented by providing for a deposit which should be liable to be forfeited, if a certain percentage of votes is not polled.
- (l) The Post Office should be used to a greater extent than at present for money transactions that now take place in the Kachcheries.
- (m) Where the facility is available, full advantage should be taken of the services of banks, e.g., Jaffna and Badulla.

We suggest that these points should be taken up by the Treasury and further retrenchment effected as opportunities are afforded.

424. *Headmen.*—We made inquiries from the Government Agents and Assistant Government Agents with regard to the possibilities of reducing the number of Chief Headmen. The few cases where this was reported to be possible have been recorded under the respective Kachcheries. The question of Superior and Minor Headmen has been engaging the attention of the Ministry for Home Affairs, and reductions on a considerable scale are being given effect to by gradual stages.

425. *New Education and Small Town Councils Ordinances.*—The staff and clerical organization of Kachcheries are bound to be affected by the passing into law of the proposed Education and Small Town Councils Bills. With the removal of the semi-Government Departments of Rural Education District Committees and Sanitary Boards from the Kachcheries, it should be possible, in some cases at least, to reduce a certain number of Staff Officers as well as clerks.

426. *Office Assistants and Extra Office Assistants of Kachcheries.*—It will be observed in our detailed recommendations with regard to the Kachcheries that we have advised at various offices that there should be a general scaling down of the status of the Officers acting as Office Assistants. We desire at this stage to record our view that more use should be made of the services of officers of Class III, C.C.S., and of the Special Class of the Clerical Service in manning the various Kachcheries. It is our view that the services of highly paid officers of Classes I. and II. of the Civil Service should be restricted to the more responsible duties attaching to the Kachcheries and that the less responsible work should be dealt with by officers of Class III., C.C.S., and by Special Class and even Class I. officers of the Clerical Service.

427. *Assistant Government Agents (Lands).*—In certain Districts where land work is particularly heavy, an Assistant Government Agent (Class II, O.C.S.) is attached to the Kachcheri to attend mainly to land work. The following are the Kachcheries concerned:—

Kalutara	Batticaloa
Kandy	Kurunegala
Galle	Anuradhapura and
Matara	Badulla.

Intensive work in connection with the mapping out and allotting of lands to villagers, colonization schemes, &c., has been carried out for the last few years and it is likely that the volume of work will decrease within the next two or three years. It should then be possible, by degrees, to withdraw the Assistant Government Agents attached to the Kachcheries mentioned above.

We considered a proposal that these Assistant Government Agents could be withdrawn immediately and that land work could be carried out by a central authority in Colombo with the assistance of three or four of the present Assistant Government Agents (Lands). Further discussion of this question will be found under Head 42.—Land Commissioner, paragraph 659.

426. *Amalgamation of Kachcheries.*—The question of closing down certain of the less important District Kachcheries received the consideration of previous Commissions and Committees. The last occasion on which this question was raised was when the Salaries and Cadres Commission proposed the closure of certain Kachcheries (Sessional Paper XVI. of 1932). But the Select Committee of the State Council on Salaries and Cadres (Sessional Paper XXVIII. of 1935) did not approve of these proposals. Considering the present changed circumstances and the urgent need for every means of economy, we examined the question in detail. The Kachcheries selected by us for examination, with a view to amalgamation, were those at Kalutara, Matale, Nuwara Eliya, Matara, Mannar and Vavuniya, and the tentative proposals made were :—

- (i.) that Kalutara should be amalgamated with Colombo.
- (ii.) Matale and Nuwara Eliya should be amalgamated with Kandy.
- (iii.) Matara should be amalgamated with Galle.
- (iv.) Mannar should be amalgamated with Vavuniya or *vice versa*.

We have had representations, both written and oral, objecting to the above proposals and in the case of Mannar we received representations at a public sitting held at the Mannar Kachcheri.

In dealing with this question of amalgamation the main considerations we had in mind were :—

- (i.) whether the closure would result in such hardship to the public that the continued expenditure on the separate Kachcheri would be justified.
- (ii.) whether the savings that would be effected would be so considerable as to outweigh the degree of inconvenience caused to the general public.

With these considerations in view, we have carefully examined each of the tentative schemes of amalgamation referred to above. In arriving at our conclusions, we have been particularly influenced by the fact that the guiding hand and paternal care of a Revenue Officer, with a concomitant Kachcheri organization, is still very necessary in the more backward parts of the Island where the people are mostly uneducated and dependent, for their many wants and their general progress, on the unremitting care and attention of a sympathetic Assistant Government Agent. Applying this criterion to the amalgamations under consideration, we have arrived at the conclusion that the only case which affords possibilities at the present moment is that of Kalutara. We have here a fairly compact area of peoples in an advanced state as compared with most parts of the Island, both as regards general education and self-governing institutions. Most parts of the district are easily accessible by motor and rail transport to Colombo—the town of Kalutara itself is only 26 miles away—and we have come to the conclusion that very little hardship or inconvenience would be caused to the enlightened public of this area if the Kalutara Kachcheri were removed to Colombo and amalgamated with the Colombo Kachcheri. Under our proposals, there would still be an Assistant Government Agent in Colombo who would be responsible to the Government Agent for the administration of the Kalutara District. Moreover, a Fiscal's Office, a Treasury Office and a Land Registry would be retained at Kalutara for the convenience of court suitors and the general public. We anticipate that the savings, under such a scheme of amalgamation, would amount to approximately Rs. 30,000 per annum. Against this would have to be placed the increased expenditure on travelling amounting to about Rs. 4,000 per annum and the non-recurrent cost of enlarging the Colombo Kachcheri which is estimated to amount to, say, Rs. 20,000. It should be observed that, in any event, the Record Room and Shroff's Department of the Colombo Kachcheri urgently require enlarging and that estimates amounting to Rs. 15,800 have already been submitted for these

two works. Moreover, proposals are already in train for enlarging the Kachcheri at Kalutara at a cost of Rs. 135,000. This latter sum will be completely saved if our proposal to amalgamate the Kalutara and Colombo Kachcheries is approved.

It is clear to us, therefore, that the abandonment of Kalutara as a separate Kachcheri and its fusion with Colombo would result, in the long run, in considerable savings to Government, and we are of the definite opinion that these savings very much more than outweigh the inconsiderable inconvenience to the public that will ensue. We strongly recommend the proposal for the approval of Government.

As regards the other amalgamations suggested, we consider that, while the time is not yet ripe for the closing down of the Kachcheries at Matara, Nuwara Eliya, Matale, and Mannar, it should be possible in the near future, with the development of self-governing institutions and the spread of education, to manage without separate Kachcheries at Matara and Nuwara Eliya, and we would suggest that this possibility should be kept in view and a review of the situation made in, say, 5 years' time. As regards Matale and Mannar, large parts of these Revenue Districts are still in a backward state and are likely to remain so for some years to come. We do not think, therefore, that it will be desirable to effect a fusion of these Kachcheries in the immediate future.

429. In addition to proposing that a certain number of the less important District Kachcheries should be closed down, the Salaries and Cadres Commission of 1932 also recommended that the number of Government Agents should be reduced from 9 to 4 and that they should function purely in an advisory and supervisory capacity, while the Revenue Districts should be placed in the charge of independent District Agents. A Sub-Committee of the Executive Committee for Home Affairs which considered the above proposals did not agree to the closing down of any of the Kachcheries or to the creation of 4 Supervisory Government Agents, but proposed that the existing 19 Kachcheries should be placed in the charge of District Agents who should be authorized to correspond direct with Officers of State and Ministers. The Sub-Committee thought that its proposals would lead not only to economy but to greater efficiency in that independent District Agents would be free to exercise initiative and enterprise and to introduce new ideas in the administration of the Districts, if they were not under the direct control and supervision of the Government Agents. A third reason in support of the change was that it would obviate delay which occurred as a result of the reports of Assistant Government Agents having to be sent through their Provincial Headquarters. The Select Committee of the State Council which considered this proposal was, however, of the opinion that the existing system of Provincial Administration should be retained (*vide* Sessional Paper XXVIII. of 1935, paragraphs 123-130).

We have again reviewed the whole question. The Hon. the Financial Secretary thought that a large saving would be possible if all Kachcheries were independent. He further suggested that, with a view to co-ordinating and supervising the work of all Kachcheries, the proposed change would involve the appointment of a very Senior Officer as the Commissioner of Provincial Administration—or else as Secretary to the Minister of Home Affairs, the present Secretary being retained with his existing duties as Assistant Secretary. While this officer would be a sort of Super-head for Kachcheries, care would have to be taken to see that he did not become so in the sense that masses of papers would pass through him; all Kachcheries should deal direct with other Heads of Departments as they do to-day, his position being somewhat similar to that of the Commissioner of Local Government. The Financial Secretary pointed out other advantages in adopting a central, rather than the existing provincial, supervision and co-ordination of Kachcheries.

The Kachcheri organization is admittedly a vestige of the past, of a time when a Senior Officer acted in every way as the Agent of the Government in respect of all matters connected with the Province which was placed under his control. He had powers of supervisory control and even of direction over all Government activities in his Province. His powers waned with the rise of strong Central Departments which functioned in the Provinces through their own representatives. The Government Agent, however, continued to carry great authority so long as the Central Government was concentrated in one office and there was

only one administrative Head—the Colonial Secretary. But the Donoughmore Constitution has cut into this scheme of things at right angles by creating several Central Authorities. The Heads of other Departments have begun to function through their representatives, entirely independently of Kachcheries. Lastly, the growth of Local Government, to which we have referred in Chapter II. of this Report, tends to alter completely the character of Kachcheries as organized at present.

In these circumstances, when the Kachcheri organization itself is likely to go into the melting-pot in the near future, we do not consider it desirable that minor adjustments should be made, such as making the District Agents independent or creating a Super-head of Kachcheries stationed in Colombo. We anticipate that soon after the system of Provincial Councils to supervise and control the Local Authorities and to serve as advisory bodies to the Central Government in many matters is accepted by Government, a careful and comprehensive review of the position of Kachcheries will be imperative. It will be the proper time then for a Commission to go into matters fully to decide, finally, the fate of the Kachcheri organization.

COLOMBO KACHCHERI.

430. *Staff.*—The staff of the Colombo Kachcheri, as provided for in the Estimates for 1938-39, is :—

Government Agent, C. C. S., Class I., Grade I.	..	..	1
Assistant Government Agent, C. C. S., Class II.	..	..	1
Additional Assistant Government Agent, C. C. S., Class II.	..	..	1
Office Assistant, C. C. S., Class II.	..	..	1
Additional Office Assistant, C. C. S., Class III.	..	..	1
Probationer Revenue Officers	..	..	2
Mudaliyars	..	..	8
Muhandirama	..	..	6
Clerks :*			
Special Class	..	..	2
Class I.	..	..	6
Class II.	..	..	11
Class III.	..	..	22
Class II. (Railway)	..	..	1
			42
Shroff, Class I.	..	..	1
Shroff, Class II. (Negombo Treasury)	..	..	1
Assistant Shroffs (1 for Negombo Treasury)	..	..	4
Clerks to Vidane Arachchies	..	..	9
Counters	..	..	2
Bookbinder	..	..	1
Telephone Clerk	..	..	1
Arachchi, Kachcheri	..	..	1
Peons for Chief Headmen	..	..	11
Peons, Kachcheri	..	..	17
Peon, Negombo Treasury	..	..	1
Treasury Guard, Negombo	..	..	1
Labourers :			
Office	..	..	1
Garden	..	..	1
Latrine	..	..	1
			3

* Does not include 3 clerks in the Gansabhawa Department, paid from Grants of the Commissioner of Local Government.

431. *Assistant Government Agents.*—The Government Agent agreed that, if the Kachcheri does not have to continue to bear the burden of supervising the Sanitary Board Towns and Rural Education District Committee Schools, it should be possible to release one of the two Assistant Government Agents attached to the Colombo Kachcheri. This should be kept in view for attention when the new Education and Small Towns Ordinances are passed.

432. *Office Assistant and Additional Office Assistant.*—Though the post of Office Assistant is graded in Class II. of the Civil Service, it has been held for a long time by an officer in Class III. The Additional Office Assistant is also in Class III. The Government Agent agreed that the Office Assistant can be an officer in Class III. and the Additional Office Assistant an Officer of the Special Class of the Clerical Service.

433. *Clerical Staff.*—At the time we had investigations carried out at the Colombo Kachcheri, there was an additional clerk transferred from the Clerical Service "pool" and the distribution of the staff was as follows:—

	Special Class.	Class I.	Class II.	Class III.	Total.
Accounts Department ..	.. 1	.. 2	.. 5	.. 9	.. 17
Rural Administration Department ..	.. —	.. 2	.. 5	.. 8	.. 15*
Land Department ..	.. —	.. 2	.. 4	.. 5	.. 11
	<u>1</u>	<u>6</u>	<u>14</u>	<u>22</u>	<u>43</u>

(i.) *Accounts Department.*—The Government Agent agreed to the release of one clerk in Class III. and to the replacement of a clerk in Class I. by one in Class III. He also intimated that the Assistant Recordkeeper (Class III.) had been released from the Accounts Department and detailed as Assistant to the Acquisition Clerk in the Land Department. We have no objection to this arrangement.

With regard to the Office Supervisor, a clerk in Class I., the Government Agent agreed that an Office Supervisor as such was not necessary, but stated that the officer had been detailed for special work, viz., Food Control, Elections, &c. The Government Agent undertook to consider the question of suppressing this post at the end of 1940.

(ii.) *Rural Administration Department.*—The Government Agent agreed to the replacement of 2 clerks in Class II. by 2 in Class III., and also to the release of 1 clerk in Class III. early in 1940, as soon as the licensing work under the new Motor Ordinance becomes normal.

(iii.) *Land Department.*—The Government Agent agreed that, when the volume of the mapping out work and settlement work decreases in about two years' time, he might be able to release one clerk in Class II. For the present we recommend the permanent attachment of the clerk in Class II. who was transferred from the "pool".

434. *Muhandirams.*—Steps have already been taken to suppress these posts in terms of the State Council resolution on the question.

435. *Clerks to Vidane Arachchies.*—The Government Agent agreed that these posts of clerks to Vidane Arachchies were no longer necessary. Of the 9 posts shown in the Estimates, there is one vacancy. Three of the remaining officers can be retired almost at once on reaching the age limit; the other five can be carried as surplus staff until suitable posts can be found for them. It is understood that one of these officers possesses qualifications as a Proof Reader and could be transferred to the Government Press. The others are suitable for employment as Checkers, Overseers or Time-keepers in the Railway, Customs, Public Works Department or the Government Press.

436. *Peons.*—The Government Agent agreed to the release of 2 peons.

* Does not include 3 clerks in the Gansabhawa Department.

437. *Savings.*—The reductions in staff recommended by us and agreed to by the Government Agent are estimated to result in the following savings:—

	Rs.
Difference in salary of Office Assistant in C. C. S., Class II. and Class III.	6,900
Difference in salary of Additional Office Assistant in C. C. S., Class III. and Clerical Service, Special Class ..	1,600
Difference in salary of 1 clerk, Class I., and 1 clerk, Class III. (Accounts Department) ..	2,790
Difference in salaries of 2 clerks, Class II., and 2 clerks, Class III. (Rural Administration Department) ..	2,040
1 Office Supervisor, Class I. (Accounts Department) ..	3,630
1 Clerk, Class III. (Accounts Department) ..	840
1 Clerk, Class III. (Rural Administration Department) ..	840
2 Peons ..	720
	<hr/>
	19,360
Rent allowance, say ..	1,940
	<hr/>
	21,300

KANDY KACHCHERI.

438. *Staff.*—The staff, according to the 1938-39 Estimates, is as follows:—

Government Agent, C. C. S., Class I., Grade I.	1
Assistant Government Agent, C. C. S., Class II.	1
Office Assistant, C. C. S., Class II.	1
Extra Office Assistant, C. C. S., Class III.	1
Probationer Revenue Officers	2
Ratemahatmayas ..	8
Clerks :	
Special Class ..	1
Class I. ..	2
Class II. ..	13
Class III. ..	16
Class II. (Railway) ..	1
	<hr/>
	33
Stenographer ..	1
Shroff, Class II. ..	1
Assistant Shroffs ..	2
Counter ..	1
Arachchi, Kachcheri ..	1
Peons, Kachcheri ..	13
Peons for Ratemahatmayas, Udunuwara and Yatinuwara ..	2
Labourers :	
Old Palace ..	2
Kachcheri garden ..	3
Assistant Government Agent's bungalow ..	2
Office Assistant's bungalow ..	1
Kachcheri office ..	1
	<hr/>
	9
Tom-tom beater ..	1

439. *Extra Office Assistant.*—This officer is in Class III. of the Civil Service. The Government Agent is prepared to give a trial to our proposal that an officer in the Special Class of the Clerical Service should replace the C. C. S., Class III., officer. The Special Class officer should be one who has had experience in Kachcheri Accounting.

440. *Clerical Staff.*—The distribution among the various Departments of the Kachcheri is as follows:—

	Special Class.	Class I.	Class II.	Class III.	Total.
Accounts Department ..	1	—	9	7	17
Rural Administration Department ..	—	1	2	4	7*
Land Department ..	—	1	3	5	9
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
	1	2	14	16	33

* In addition, there are 3 clerks paid for from the Grant by the Commissioner of Local Government and attached to the Gansabhawa Department.

(i.) *Accounts Department.*—The Government Agent agreed to the release of one clerk in Class II. and also undertook to consider the possibility of replacing the Assistant Recordkeeper (Class III.) by a Binder, when once the Record Room is put in order, say, in six months' time.

The Government Agent was also prepared to review the situation and see whether one more clerk could not be released when Relief Work is over.

(ii.) *Land Department.*—The Government Agent was unable to agree to any reduction immediately, but agreed to consider the possibility of releasing one clerk by about August, 1940, when the present arrears, due to the long absence of one of the clerks, are likely to be caught up.

441. *Minor Employees.*—The Government Agent agreed to the release of one peon immediately and another when a Binder is appointed.

442. *Shroff's Department.*—The Government Agent agreed to replace one Assistant Shroff by a Counter when the present Shroff retires at the end of this year.

443. *Savings.*—It is estimated that the above recommendations would result in the following savings:—

	Rs.
Difference in salary between an officer in Class III., C. C. S., and one in the Special Class of the Clerical Service	1,600
1 Clerk, Class II. (Accounts Department)	1,860
1 Clerk, Class III. (Recordkeeper)	840
Difference in salary between an Assistant Shroff and a Counter	159
2 Peons	672
	5,131
Less salary of a Binder	510
	4,621
Rent allowance, say	459
	5,080

GALLE KACHCHERI.

444. *Staff.*—The staff provided for in the 1938-39 Estimates is as follows:—

Government Agent, C. C. S., Class I., Grade I.	1
Assistant Government Agent, C. C. S., Class II.	1
Office Assistant, C. C. S., Class II.	1
Extra Office Assistant, C. C. S., Class III.	1
Probationer Revenue Officers	2
Mudaliyar, Four Gravets	1
Mudaliyars	5
Clerks :	
Special Class	1
Class I.	1
Class II.	7
Class III.	15
	24
Stenographer	1
Shroff, Class II.	1
Assistant Shroff	1
Bookbinder	1
Arachchi, Kachcheri	1
Peons :	
Kachcheri	11
Mudaliyars	3
	14
Labourers :	
Residency	2
Kachcheri	2
	4

445. *Office Assistant and Extra Office Assistant.*—It will be observed that provision exists for an Office Assistant in Class II., C. C. S., and an Extra Office Assistant in Class III., C. C. S. But, since recently, both the officers have been officers in Class III., C. C. S. The Government Agent agreed that the Office Assistant could ordinarily be in Class III., C. C. S., and the Extra Office Assistant in the Special Class of the Clerical Service. We recommend this.

446. *Clerical Staff*.—The clerical staff is distributed as follows among the various Departments of the Kachcheri:—

	Special Class.	Class I.	Class II.	Class III.	Total.
Accounts Department ..	1	1	3	6	11
Rural Administration Department ..	—	—	2	2	4*
Land Department ..	—	—	2	7	9
	<u>1</u>	<u>1</u>	<u>7</u>	<u>15</u>	<u>24</u>

No reductions in the clerical staff appear to be possible except that two temporary clerks—one for writing permits under the Land Development Ordinance and the other for certain miscellaneous duties—could be released. The Government Agent stated that an endeavour would be made to carry on the work of writing permits without engaging a temporary clerk when the existing arrears (300 permits) are caught up, and to release the other temporary clerk at the end of May, 1939.

447. *Stenographer*.—The Government Agent agreed to the release of the Stenographer.

448. *Minor Employees*.—The Government Agent agreed to the release of 2 peons. One post which is vacant can be suppressed immediately, and the other retrenched on the occurrence of a vacancy.

449. *Savings*.—The savings that are estimated to result from the above recommendations are as follows:—

	Rs.
Difference in salary between an Office Assistant in Class II., C. C. S., and one in Class III., C. C. S.	6,900
Difference in salary between an Extra Office Assistant in Class III., C. C. S., and one in the Special Class of the Clerical Service	1,600
1 Stenographer	2,200
2 Temporary Clerks, say	800
2 Peons	672
	<u>12,172</u>
Rent allowance, say	1,000
	<u>13,172</u>

JAFFNA KACHCHERI.

450. *Staff*.—The staff provided for in the 1938-39 Estimates is as follows:—

Government Agent, C. C. S., Class I., Grade II.	1
Office Assistant, C. C. S., Class II.	1
Extra Office Assistant, C. C. S., Class III.	1
Probationer Revenue Officers	2
Maniagars	8
Clerks :	
Special Class	2
Class I.	3
Class II.	6
Class III.	16
	<u>27</u>
Stenographer	1
Shroff, Class I.	1
Assistant Shroffs	2
Assistant Shroffs (temporary)	2
Counters	2
Counters (temporary)	2
Bookbinder	1
Arachchi, Kachcheri	1
Peons :	
Kachcheri	10
Maniagars	7
	<u>17</u>

* Does not include the Kachcheri Mudaliyar for whom provision appears separately as Mudaliyar, Four Gravets. Two clerks of the Gansabhawa Department are paid for from the Grant by the Commissioner of Local Government and are also not included.

Peon for Kachcheri (temporary)	..	..	..	1
Watchers, Government buildings	..	..	..	3
Sweepers	..	..	..	2
Punkah Puller	..	..	..	1
Labourers :				
Residency	..	..	..	2
Kachcheri	..	..	..	2
				4

451. *Clerical Staff*.—The distribution of the staff among the various Departments of the Kachcheri is as follows:—

	Special Class.	Class I.	Class II.	Class III.	Total.
Accounts Department ..	.. 1	.. 2	.. 4	.. 5	.. 12*
Rural Administration Department ..	.. 1	.. —	.. 1	.. 7	.. 9†
Land Department ..	.. —	.. 1	.. 1	.. 2	.. 4‡
	2	3	6	14	25

(i) *Rural Administration Department*.—The Government Agent was prepared, in view of the financial position, to reduce the staff in this Department by one clerk in Class III. on the understanding that it should be open to him to re-examine the position at the end of one year and to apply for the restoration of this post then, should this course be found to be necessary.

(ii) *Land Department*.—We recommended that the post of Land Clerk which was held by an officer in Class I. of the Clerical Service should be given to an officer in Class II. This has already been done.

452. *Clerical Staff for Tree Tax Work*.—Under Head 34, Excise Department, paragraph 560, we recommend that the tree tax licensing work, now done by the Excise Circle Offices at Jaffna and Point Pedro, should be taken over by the Jaffna Kachcheri. We have considered, in consultation with the Government Agent, the question of the staff the Kachcheri would require to cope with the additional work.

There is provision in the 1938-39 Estimates for 2 additional clerks in Class III. and 1 temporary peon for tree tax work. The post of temporary peon is already filled. We have no objection to the two clerical posts being filled by the transfer of 2 of the 5 clerks who will be released from the Excise Circle Offices as a result of the new procedure. In regard to further staff, we consider that provision of Rs. 725 as a lump sum vote for "Extra Clerical Assistance, &c., for tree tax work" will meet the requirements of the Kachcheri. This provision is sufficient to engage temporary clerks or binders on daily pay, as and when required, during the rush periods. We recommend that the staff arrangements for this work should be reviewed at the end of twelve months.

The Government Agent is prepared to experiment with a reduced staff on the basis indicated above.

453. *Shroff's Department*.—The Government Agent agreed that, with the establishment of the new Bank (Branch of the Mercantile Bank) in Jaffna, it may be possible to reduce the staff of the Shroff's Department. He undertook to examine the position at the proper time and report to the Treasury. For the present, he agreed to suppress the post of one temporary Counter.

454. *Minor Headmen*.—The Government Agent stated that, on instructions from the Ministry for Home Affairs, the number of Udaiyars had been recently reduced by two, by amalgamation of areas, and that he had in view the possibility of further reductions.

* Two clerks in Class III. provided in the Estimates for Tree Tax work not included. These will be transferred from the surplus staff of the Excise Department when our recommendation to centralize the licensing work in the Kachcheri is adopted.

† In addition there is one clerk paid for from the grant of the Commissioner of Local Government and attached to the Gansabhawa Department.

‡ One clerk from the Rural Administration Department gives half-time assistance in the Land Department.

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455. *Savings*.—The savings that are estimated to result from the above recommendations are :—

	Rs.
1 Clerk, Class III. (Rural Administration Department)	840
Difference in salary of a clerk in Class I. and one in Class II. (Land Department)	1,770
1 Temporary Counter	366
	2,976
Rent allowance, say	224
	3,200
Less provision for " Extra Clerical Assistance for tree tax work "	725
	2,475

BATTICALOA KACHCHERI.

456. *Staff*.—The staff provided for in the 1938-39 Estimates is as follows :—

Government Agent, C. C. S., Class I., Grade II.	1
Assistant Government Agent, C. C. S., Class II.	1
Office Assistant, C. C. S., Class II.	1
Extra Office Assistant, C. C. S., Class III.	1*
Probationer Revenue Officers	2
Vanniyas	7
Ratemahatmayas	2
Clerks :	
Class I.	2
Class II.	9
Class III.	17
	28
Shroff, Class II.	1
Assistant Shroff	1
Counters	2
Bookbinder	1
Clerk for a Vanniya	1
Arachchi, Kachcheri	1
Peons	11
Peons for Vanniyas	2
Labourers :	
Residency	2
Kachcheri	1
	3
Punkah Pullers	3

457. *Office Assistant*.—The Government Agent stated that the Office Assistant, an officer in Class II. of the Civil Service, had already been removed and that he was agreeable to the suppression of that post, provided he was given the permanent assistance of the Extra Office Assistant in Class III. of the Civil Service at present attached to the Kachcheri. We recommend this.

458. *Chief Headmen*.—The Government Agent stated that he had in view the possibility of reducing the number of Chief Headmen by one, by a redistribution of the existing areas.

459. *Superior and Minor Headmen*.—The Government Agent informed us that he was putting forward suggestions to the Home Ministry in regard to the reduction of the number of Superior and Minor Headmen and that he expected to effect savings amounting to about 40 per cent. of the present number.

460. *Clerical Staff*.—The distribution of the clerical staff among the various Departments of the Kachcheri is as follows :—

	Class.	Class.	Class.	
	I.	II.	III.	Total.
Accounts Department	1	5	3	9
Rural Administration Department	1	1	5	7
Land Department	—	2	6	8
Irrigation Department	—	1	3	4
	2	9	17	28

* From the Civil Service " Pool ".

The Government Agent agreed to the retrenchment of 1 clerk in Class II. and the replacement of another clerk in Class II. by a clerk in Class III.

461. *Allowance to Coral Reef Officer.*—The Government Agent agreed to the withdrawal of the allowance of Rs. 7.50 per mensem now paid to the Police Headman of Kalkudah for work as Coral Reef Officer.

462. *Savings.*—The above recommendations are estimated to result in the following savings:—

	Ra.
Difference in salary of Office Assistant, Class II., C. C. S., and Class III., C. C. S.	6,900
1 Chief Headman	3,000
1 Clerk, Class II.	1,860
Difference in salary of a clerk in Class II. and one in Class III. ..	1,020
Allowance to Coral Reef Officer	90
	12,870
Rent allowance, say,	1,230
	14,100

KURUNEGALA KACHCHERI.

463. *Staff.*—The staff provided for in the 1938-39 Estimates is as follows:

Government Agent, C. C. S., Class I., Grade II.	1
Assistant Government Agent, C. C. S., Class II.	1
Office Assistant, C. C. S., Class III.	1
Probationer Revenue Officers	2
Ratemahatmayas	6
Clerks: Class I.	3
Class II.	8
Class III.	24
	35
Chena Surveyor Muhandirams	2
Shroff, Class II.	1
Assistant Shroffs	2
Counters	2
Bookbinder	1
Arachchi, Kachcheri	1
Peons for Kachcheri	12
Labourers: Kachcheri	2
Maligawa	2
Chena Surveyor Muhandirams	4
	8

464. *Clerical Staff.*—The distribution of the clerical staff among the various Departments of the Kachcheri is as follows:—

	Class. I.	Class. II.	Class. III.	Total.
Accounts Department	2	3	6	11
Rural Administration Department	1	2	9	12*
Land Department	—	3	8	11
	3	8	23	34

(i) *Accounts Department.*—The Government Agent agreed to the release of one clerk in Class II.

(ii) *Land Department.*—The Government Agent agreed that it would be possible to release one clerk in Class III. in six months' time, as soon as the special mapping-out work in the Wannu is completed.

465. *Shroff's Department.*—The Government Agent agreed to the release of one Assistant Shroff as soon as the present heavy work due to Relief payments is over.

466. *Minor Employees.*—The Government Agent agreed to the suppression of one post of peon when the next vacancy occurs.

* Does not include one clerk in Class III. doing Rural Education District Committee work.

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467. *Savings*.—The savings that are estimated to result from the above recommendations are:—

	Rs.
1 Clerk, Class II. (Accounts Department)	1,860
1 Clerk, Class III. (Land Department)	840
1 Assistant Shroff	525
1 Peon	336
	3,561
Rent allowance, say	339
	3,900

ANURADHAPURA KACHCHERI.

468. *Staff*.—The staff provided for in the 1938-39 Estimates is as follows:—

Government Agent, C. C. S., Class I., Grade II.	1
Assistant Government Agent, C. C. S., Class II.	1
Office Assistant, C. C. S., Class III.	1
Probationer Revenue Officers	2
Ratemahatmayas	4
Clerks :	
Class I.	2
Class II.	10
Class III.	16
	28
Chena Surveyor Muhandirams	2
Shroff, Class II.	1
Assistant Shroff	1
Counter	1
Bookbinder	1
Arachchi, Kachcheri	1
Peons :	
Kachcheri	10
Chief Headmen	2
	12
Labourers :	
Kachcheri	2
Residency	4
Assistant Government Agent's Residence	1
Office Assistant's Bungalow	1
	8
Labourers for Chena Surveyor Muhandirams	4

469. *Clerical Staff*.—The distribution of the clerical staff among the various Departments of the Kachcheri is as follows:—

	Class. I.	Class. II.	Class. III.	Total.
Accounts Department	1	3	2	6
Rural Administration Department	—	4	6	10
Land Department	—	4	8	12
	1	11	16	28

(i.) *Accounts Department*.—A clerk in Class I. has already been replaced by one in Class II.

(ii.) *Rural Administration Department*.—The Government Agent agreed to the replacement of a clerk in Class II. by one in Class III.

(iii.) *Land Department*.—The Government Agent agreed that, by a re-arrangement of duties in the Land Department, one clerk in Class III. could be released.

470. *Minor Employees: Peons*.—The Government Agent agreed to release one peon.

471. *Other Charges: Provision for 6 new type desks—Rs. 360*.—It was agreed that this provision could be deleted and that the required number of desks could be obtained from surplus furniture available from other Departments, e.g., Public Works Department, Survey Department, &c.

472. *Savings*.—The savings that are estimated to result from the above recommendations are:—

	Rs.
Difference in salary of 1 clerk, Class I. and 1 clerk, Class II.	1,770
Difference in salary of 1 clerk, Class II. and 1 clerk, Class III.	1,020
1 clerk, Class III. (Land Department)	840
1 peon	336
	3,966
Rent allowance, say	234
	4,200

BADULLA KACHCHERI.

473. *Staff*.—The staff provided for in the 1938-39 Estimates is as follows:—

Government Agent, C.C.S., Class I., Grade II.	1
Assistant Government Agent, C.C.S., Class II.	1
Office Assistant, C.C.S., Class II.	1
Probationer Revenue Officers	2
Ratemahatmayas	7
Clerks :	
Class I.	1
Class II.	8
Class III.	16
	25
Stenographer	1
Chena Surveyor Muhandiram	1
Shroff, Class II.	1
Assistant Shroff	1
Counters	2
Bookbinder	1
Arachchi, Kachcheri	1
Peons :	
Kachcheri	10
Ratemahatmayas	2
	12
Labourers :	
Residency	3
Kachcheri	2
Chena Surveyor Muhandiram	2
Scavengers	10
	17

474. *Office Assistant*.—The Government Agent concurred in the view that the Office Assistant in Class II. of the Civil Service could be replaced by an officer in Class III.

475. *Clerical Staff*.—The distribution of the clerical staff among the various Departments of the Kachcheri is as follows:—

	Class I.	Class II.	Class III.	Total.
Accounts Department	1	3	5	9
Rural Administration Department	—	2	4	6*
Land Department	—	3	7	10†
	1	8	16	25

(i). *Accounts Department*.—The Government Agent agreed to the release of one clerk in Class II. when the work in connection with the new Motor Ordinance becomes normal by January, 1940.

(ii). *Rural Administration Department*.—The Government Agent agreed to discontinue the payment of overtime or the employment of extra clerks in connection with the writing out of irrigation receipts and destruction of irrigation case records. This work will in future be done within office hours by the permanent staff.

* In addition there are 2 clerks attached to the Gansabhawa Department, paid for from the grant by the Commissioner of Local Government.

† Includes a new clerk in Class III. who had not been appointed at the time of the investigations.

(iii.) *Land Department.*—The Government Agent agreed not to fill the vacancy due to the inclusion of the new post in Class III. in the 1938-39 Estimates.

It was further agreed that the temporary clerk should only be employed on piece rate, at 9 cents a permit, from the beginning of June, 1939, until September 30, 1939.

476. *Stenographer.*—The Government Agent agreed to suppress this post.

477. *Shroff's Department.*—The Government Agent agreed to the release of one Counter. If it could be arranged for the services of the Bank of Uva to be utilized, the Government Agent undertook to consider the possibility of making further economies in staff.

478. *Bookbinder.*—The Government Agent agreed to suppress this post.

479. *Minor Employees.*—The Government Agent agreed to the release of two peons as vacancies occur and to the suppression of one of the posts of Kachcheri labourer.

480. *Savings.*—The above recommendations are estimated to result in the following savings:—

	Rs.
Difference in salary of Office Assistant in Class II., C. C. S., and Class III., C. C. S.	6,900
1 clerk, Class II. (Accounts Department)	1,860
1 clerk, Class III. (Land Department)	840
1 Stenographer	1,091
1 Counter	402
1 Bookbinder	600
2 Peons	672
1 Labourer	246
Overtime in the Rural Administration Department, say	25
	12,636
Rent allowance, say	1,014
	13,650

RATNAPURA KACHCHERI.

481. *Staff.*—The provision in the 1938-39 Estimates is as follows:—

Government Agent, C. C. S., Class I., Grade II.		1
Office Assistant, C. C. S., Class II.		1
Extra Office Assistant, C. C. S., Class III.		1
Probationer Revenue Officers		2
Ratemahatmayas		6
Clerks :		
Special Class		1
Class I.		2
Class II.		5
Class III.		15
Railway Clerical Service, Class II.		1
		24
Chena Surveyor Muhandiram		1
Shroff		1
Assistant Shroff		1
Counters		2
Bookbinder		1
Arachchi, Kachcheri		1
Peons :		
Kachcheri		7
Chief Headman		1
		8
Sweeper		1
Punkah Pullers		2
Garden Labourers (Residency)		4
Labourers for Chena Surveyor Muhandiram		2

482. *Office Assistant.*—The Government Agent agreed that, provided he is given a passed Cadet to assist with Court work, he would be prepared to carry on with one Office Assistant in Class III., C.C.S., on the understanding that the Chief Clerk would have devolved on him some of the duties of the Office Assistant.

483. *Clerical Staff.*—The distribution of the staff among the various Departments of the Kachcheri is as follows:—

	Class I.	Class II.	Class III.	Total.
Accounts Department ..	1	3	4	8
Rural Administration Department ..	1	2	5	8
Land Department ..	1	1	6	8
	<u>3</u>	<u>6</u>	<u>15</u>	<u>24</u>

(i.) *Accounts Department.*—The Government Agent agreed to release one clerk in Class III. from the Accounts Department by re-distributing the duties among the other officers of the Department. A clerk in the Special Class has already been replaced by one in Class I.

(ii.) *Rural Administration Department.*—The Government Agent thought that it was not possible to make any reduction at present, but was prepared to review the position at the end of three months and make a report.

(iii.) *Land Department.*—The Government Agent agreed to the release of one clerk in Class III.

484. *Savings.*—The savings which are estimated to result from the above recommendations are:—

	Ra.
1 Office Assistant, Class II., C. C. S. ..	13,500
Difference in salaries of a clerk in the Special Class and one in Class I. . .	1,370
1 clerk, Class III. (Accounts Department) ..	840
1 clerk, Class III. (Land Department) ..	840
	<u>16,550</u>
Rent allowance, say, ..	1,450
	<u>18,000</u>

KALUTARA KACHCHERI.

485. *Staff.*—The Estimates for 1938-39 provide for the following staff:—

Assistant Government Agent, C.C.S., Class II. ..	1
Additional Assistant Government Agent, C.C.S., Class II. ..	1
Office Assistant, C.C.S., Class III. ..	1
Clerks : Special Class ..	1
Class I. ..	1
Class II. ..	9
Class III. ..	12
	<u>23</u>
Mudaliyars ..	4
Muhandiram ..	1
Chena Surveyor Muhandiram ..	1
Stenographer ..	1
Shroff, Class II. ..	1
Assistant Shroff ..	1
Counters ..	2
Bookbinder ..	1
Arachchi ..	1
Peons ..	13
Labourers : Residency ..	2
Kachcheri ..	2
Chena Surveyor Muhandiram ..	2
	<u>6</u>

486. *Clerical Staff.*—The distribution of the clerical staff among the various Departments of the Kachcheri, at the time investigations were carried out, was as follows:—

	Special Class.	Class I.	Class II.	Class III.	Total.
Accounts Department ..	—	1	4	4	9
Rural Administration Department ..	1	—	1	2	4*
Land Department ..	—	—	4	6	10
Total ..	<u>1</u>	<u>1</u>	<u>9</u>	<u>12</u>	<u>23</u>

* In addition to this there are 3 clerks paid for from the Grant by the Commissioner of Local Government and attached to the Gansabhawa Department.

(i.) *Accounts Department.*—The Assistant Government Agent agreed to place the Binder in charge of the Record Room and thus release the Recordkeeper who is a clerk in Class III.

The Assistant Government Agent also agreed that he should be able to release another Clerk in Class II. from the Licensing Branch by the beginning of 1940, when the work in connection with the licensing of motor vehicles under the new Motor Ordinance becomes normal, provided arrangements could be made to give temporary assistance to the Branch for a short time during the licensing period.

(ii.) *Rural Administration Department.*—The Assistant Government Agent agreed that the Kachcheri Mudaliyar, who is in the Special Class of the Clerical Service, may be replaced by a clerk in Class I. or by a senior clerk in Class II. of the Clerical Service. He also agreed to the release of one of the three Gansabhawa Clerks paid for from the grant by the Commissioner of Local Government.

(iii.) *Land Department.*—The Assistant Government Agent agreed to replace a clerk in Class II. by one in Class III. He also agreed to the release of a clerk in Class III. as soon as arrears have been caught up, say in twelve months' time.

487. *Muhandiram.*—Steps have already been taken to suppress this post.

488. *Minor Employees.*—The Assistant Government Agent agreed to the release of one peon and one labourer.

489. *Savings.*—The reductions recommended above are estimated to result in the following savings:—

	Rs.
1 Clerk, Class III., Recordkeeper	840
*1 Clerk, Class II., Licensing Branch	1,860
Difference in salary between the Special Class and Class I. or Senior Class II. Kachcheri Mudaliyar, say	2,000
1 Gansabhawa clerk	480
Difference in salary between a clerk in Class II. and one in Class III. (Land Department)	1,020
*1 Clerk, Class III.	840
1 Peon	336
1 Labourer	246
	7,622
Rent allowance, say	678
	8,300

Note.—The above savings are independent of those which may be effected if the Kachcheri is removed to Colombo, as recommended by us.

MATALE KACHCHERI.

490. *Staff.*—The staff provided for in the 1938-39 Estimates is as follows:—

Assistant Government Agent, C. C. S., Class II.	1
Office Assistant, C. C. S., Class II.	1
Ratemahatmayas	3
Clerks :	
Class I.	1
Class II.	5
Class III.	11
	17
Shroff, Class II.	1
Assistant Shroff	1
Counter	1
Chena Surveyor Muhandiram	1
Bookbinder	1
Peons	8
Labourers :	
Kachcheri	1
Residency	3
Chena Surveyor Muhandiram	2
	6

* Not immediately.

491. *Office Assistant.*—The Office Assistant attached to this Kachcheri is in Class II. of the Civil Service. We considered the possibility of replacing this officer by one of a lower status, but the main objection to this was that the Office Assistant had to attend to judicial work when the permanent Magistrate was away on circuit for a week in the month. So long as other arrangements cannot be made for this judicial work, it is very necessary that there should be an officer, attached to the Kachcheri, who can act for the Magistrate. The solution appears to be to attach to the Kachcheri always a passed Cadet who had reached the stage of being gazetted as Additional Magistrate. We accordingly recommend that the Office Assistant should be an officer in the Special Class of the Clerical Service and that a Cadet with the qualification referred to above should always be attached to this Kachcheri.

492. *Clerical Staff.*—The distribution of the clerical staff among the various Departments of the Kachcheri is as follows:—

	Class I.	Class II.	Class III.	Total.
Accounts Department ..	1	1	4	6
Rural Administration Department ..	—	2	3	5*
Land Department ..	—	2	4	6
Total ..	1	5	11	17

(i.) *Accounts Department.*—The Assistant Government Agent was prepared to try the experiment of releasing the Recordkeeper—a clerk in Class III.—and leaving the Record Room in the charge of the Binder.

(ii.) *Land Department.*—The Assistant Government Agent stated that he expected that the work in connection with Mapping Out, Land Sales and Land Settlement would decrease in the near future and undertook to report in six months' time regarding the possibility of releasing a clerk in Class III.

493. *Other Charges.*—A sum of Rs. 405 has been provided under Sub-head 3, Stationery, &c., for the purchase of an iron safe for this Kachcheri. On our suggestion, the Assistant Government Agent reconsidered the necessity for a safe and has now decided not to make the purchase, but to make use of an old safe after having it repaired.

494. *Savings.*—The above recommendations are estimated to result in the following savings:—

	Rs.
Difference between salaries of Office Assistant in Class II., C. C. S., and one in the Special Class of the Clerical Service ..	8,500
1 Clerk, Class III., Recordkeeper ..	840
† 1 Clerk, Class III., Land Department ..	840
	<u>10,180</u>
Rent allowance, say ..	1,020
	<u>11,200</u>
Add savings under "Other Charges" (safe) ..	405
	<u>11,605</u>

NUWARA ELIYA KACHCHERI.

495. *Staff.*—The provision in the 1938-39 Estimates is as follows:—

Assistant Government Agent, C. C. S., Class II. ..	1
Office Assistant, C. C. S., Class II. ..	1
Ratemahatmayas ..	3
Clerks:	
Class I. ..	1
Class II. ..	7
Class III. ..	8
Railway Clerical Service:	
Class II. ..	1
	<u>17</u>

* In addition there are 2 clerks paid for from the grant by the Commissioner of Local Government and attached to the Gansabhawa Department.

† Not immediately.

Shroff, Class II.	..	..	..	..	1
Assistant Shroff	..	..	..	..	1
Bookbinder	..	..	..	..	1
Arachchi, Kachcheri	..	..	..	..	1
Peons, Kachcheri	..	..	..	..	5
Labourers :					
Residency	..	..	..	..	2
Kachcheri	..	..	..	..	1
					—
					3

496. *Office Assistant.*—As in Matale Kachcheri, the Office Assistant attached to the Kachcheri is in Class II. of the Civil Service and the same problem regarding judicial duties exists in Nuwara Eliya too. The Assistant Government Agent agreed to the replacement of the Office Assistant in Class II., C.C.S., by an officer of the Special Class of the Clerical Service, provided a passed Cadet, qualified to be gazetted as Additional Magistrate, is always attached to the Kachcheri. We recommend this.

497. *Clerical Staff.*—The distribution of the staff among the various Departments of the Kachcheri is as follows:—

	Class.	Class.	Class.	Total.
	I.	II.	III.	
Accounts Department	.. 1	.. 3	.. 3	.. 7
Rural Administration Department	.. —	.. 3	.. 3	.. 6
Land Department	.. —	.. 2	.. 2	.. 4
Total	.. 1	.. 8	.. 8	.. 17

The Assistant Government Agent agreed to the release of one clerk in Class II. from the Accounts Department and another clerk in Class II. from the Rural Administration Department.

498. *Minor Employees.*—There is provision in the 1938-39 Estimates for one peon in addition to the number in the previous year. The Assistant Government Agent agreed not to fill this post.

499. *Savings.*—The following savings are estimated to result from the above recommendations:—

	Rs.
Difference in salaries of an Office Assistant in Class II., C. C. S., and one in Special Class of the Clerical Service	8,500
2 Clerks, Class II.	3,720
1 Peon	336
	—
	12,556
Rent Allowance and Station Allowance, say	1,444
	—
	14,000

MATARA KACHCHERI.

500. *Staff.*—The staff provided for in the 1938-39 Estimates is as follows:—

Assistant Government Agent, C. C. S., Class II.	..	..	1
Additional Assistant Government Agent, C. C. S., Class II.	..	..	1
Office Assistant, C. C. S., Class II.	..	..	1
Mudaliyars	..	..	5
Clerks :			
Class I.	..	..	3
Class II.	..	..	6
Class III.	..	..	14
			—
			23
Shroff, Class II.	..	..	1
Assistant Shroff	..	..	1
Counters	..	..	2
Chena Surveyor Muhandiram	..	..	1
Bookbinder	..	..	1
Arachchi, Kachcheri	..	..	1

Peons :			
Kachcheri	..	..	7
Chief Headmen	..	..	2
			—
			9
Labourers :			
Kachcheri	..	..	1
Residency	..	..	1
Chena Surveyor Muhandiram	..	..	2
			—
			4

501. *Office Assistant.*—The Assistant Government Agent agreed that the Office Assistant of the Kachcheri could be an officer in Class III. of the Ceylon Civil Service instead of one in Class II. as at present. He also agreed to manage without an Extra Office Assistant (an additional post for which application has been made) by entrusting more responsible work to the Chief Clerk and delegating to the latter some of the routine work now performed by the Office Assistant.

502. *Clerical Staff.*—The distribution of the staff among the various Departments of the Kachcheri is as follows:—

	Class I.	Class II.	Class III.	Total.
Accounts Department ..	2	2	5	9
Rural Administration Department	1	2	2	5*
Land Department ..	—	2	7	9
	—	—	—	—
Total ..	3	6	14	23

(i.) *Accounts Department.*—The Assistant Government Agent has agreed to, and has put into effect, the release of one clerk in Class III. and the replacement of a clerk in Class I. by one in Class II.

(ii.) *Rural Administration Department.*—The Assistant Government Agent agreed to the release of one of the three Assistant Gansabhawa clerks paid from the grant of the Commissioner of Local Government, as soon as the extra work in connection with the coming Village Committee elections is over and after he has had the opportunity of watching the effect of the working of the new Village Communities Amending Ordinances.

(iii.) *Land Department.*—The Assistant Government Agent undertook to keep in view the possibility of releasing one out of the nine clerks when the Mapping Out work is completed, say, in about two years' time.

503. *Minor Employees.*—The Assistant Government Agent agreed that one peon could be released.

504. *Savings.*—The savings that would result from the above recommendations are estimated to be as follows:—

	Rs.
Difference in salaries of an Office Assistant in Class II., C. C. S., and one in Class III., C. C. S. ..	6,900
Difference in salaries of a clerk in Class I. and one in Class II. ..	1,770
1 Clerk, Class III. ..	840
† 1 Assistant Gansabhawa Clerk ..	540
1 Peon ..	336
	—
	10,386
Rent Allowance, say ..	1,014
	—
	11,400

HAMBANTOTA KACHCHERI.

505. *Staff.*—The Estimates for 1938-39 provide for the following staff:—

Assistant Government Agent, C. C. S., Class II. ..	1
Office Assistant, C. C. S., Class II. ..	1
Mudaliyars ..	3
Muhandiram ..	1

* In addition there are 3 clerks attached to the Gansabhawa Branch and paid for from the grant of the Commissioner of Local Government.

† Not immediately.

Clerks :				
Class II.	..	..	..	7
Class III.	..	..	..	11
				18
Chena Surveyor Muhandiram	..	..	..	1
Shroffs, Class II.	..	..	..	2
Assistant Shroffs	..	..	..	2
Counter	..	..	..	1
Treasury Guards	..	..	..	7
Bookbinder	..	..	..	1
Peons	..	..	..	6
Labourers :				
Kachcheri	..	..	..	2
Chena Surveyor Muhandiram	..	..	..	2
				4

506. *Clerical Staff.*—The distribution of the clerical staff among the various Departments of the Kachcheri is as follows:—

	Class II.	Class III.	Total.
Accounts Department ..	2	3	5
Rural Administration Department ..	3	2	5*
Land Department ..	2	6	8
Total ..	7	11	18

The Assistant Government Agent agreed to the release of the Recordkeeper of the Kachcheri—a clerk in Class III.—on the understanding that arrangements would be made for the Recordkeeper of the Magistrate's Court to supervise the work in the Kachcheri Record Room.

The Assistant Government Agent also agreed that, in future, a temporary clerk will not be appointed to assist the Salt Clerk. The necessary assistance will be given by the Kachcheri Staff.

507. *Minor Employees.*—(i.) *Treasury Guards:* The Assistant Government Agent agreed to reduce one post of Treasury Guard at the Hambantota Kachcheri.

(ii.) *Peons.*—The Assistant Government Agent agreed not to fill the vacancy due to the inclusion of a new post in the Estimates for 1938-39 and that this post might be deleted from the next year's Estimates.

508. *Savings.*—The following savings are estimated to result from the above recommendations:—

	Rs.
1 Clerk, Class III.	840
1 Temporary Clerk, say	160
1 Treasury Guard	336
1 Peon	336
	1,672
Rent Allowance, say	128
	1,800

MANNAR KACHCHERI.

509. *Staff.*—The staff provided for in the 1938-39 Estimates is as follows:—

Assistant Government Agent, C. C. S., Class II.	..	..	1
Atikarams	..	..	3
Clerks :			
Class I.	..	..	2
Class II.	..	..	4
Class III.	..	..	6
			12

* In addition there are 2 clerks, one in the Irrigation Branch, paid for from the Irrigation Fine Fund, and the other in the Gansabhawa Branch, paid for from the grant of the Commissioner of Local Government.

Shroff, Class II.	..	..	..	1
Assistant Shroff	..	..	..	1
Counter	..	..	..	1
Treasury Watchers	..	..	..	2
Peons :				
Kachcheri	..	..	5	
Chief Headmen	..	..	5	
			—	10
Labourers :				
Residency	..	..	2	
Kachcheri	..	..	1	
Sweepers	..	..	5	
			—	8
Boatmen	..	..	..	2
Circuit Bungalow-keepers	..	..	..	5

510. *Atikarams*.—The Assistant Government Agent agreed to try the experiment of reducing the number of District Atikarams from 3 to 2 when the next vacancy occurs.

511. *Minor Headmen*.—The Assistant Government Agent agreed to the reduction of 2 posts.

512. *Circuit Bungalows*.—It was agreed that the Circuit Bungalows at Uyilankulam, Vangalai, and Erukkalampiddi would be given up. They can be used for holding Village Tribunals. The Vidaltivu Bungalow has already been given up.

513. *Clerical Staff*.—The distribution of the staff among the various Departments of the Kachcheri is as follows:—

	Class I.	Class II.	Class III.	Total.
Accounts Department	1	2	1	4
Rural Administration Department	1	1	4	6
Land Department	—	1	1	2
Total	2	4	6	12

The Assistant Government Agent agreed to release one clerk in Class III. from the Rural Administration Department.

514. *Shroff's Department*.—The Assistant Government Agent also agreed to the suppression of the post of Counter in the Shroff's Department, and to appoint the present holder of the post as a peon, leaving the present salary to stand as personal to him. We were informed that a vacancy in the peon's grade will occur shortly and that effect could be given to this proposal then.

515. *Savings*.—The savings that are estimated to result from the above recommendations are:—

1 Atikaram	..	..	..	Rs. 3,000
1 Clerk, Class III.	..	..	..	840
1 Counter	..	..	..	366
				4,206
Rent allowance, say	..	..	..	384
				4,590

VAVUNIYA KACHCHERI.

516. *Staff*.—The Estimates for 1938-39 provide for the following staff:—

Assistant Government Agent, C. C. S., Class II.	..	..	..	1
Mudaliyars	..	..	..	3
Ratamahatmaya, Vavuniya South	..	..	..	1
Clerks :				
Class II.	..	..	..	5
Class III.	..	..	..	9
				—
				14

Shroffs, Class II.	..	..	..	2
Assistant Shroff	..	..	..	1
Treasury Watchers	..	..	..	5
Peons	..	..	..	5
Labourers :				
Residency, Mullaittivu	..	..	1	
Residency, Vavuniya	..	..	1	
Kachcheri	..	..	1	
			<hr/>	3
Caretaker for Rambaikulam Circuit Bungalow	..	..	..	1

517. *Clerical Staff.*—The distribution of the clerical staff among the various Departments of the Kachcheri is as follows:—

	Class II.	Class III.	Total.
Accounts Department	2	2	4
Rural Administration Department	2	5	7
Land Department	1	2	3
	<hr/>	<hr/>	<hr/>
Total	5	9	14

(i.) *Rural Administration Department.*—The Assistant Government Agent agreed to release one clerk in Class III. from the Rural Administration Department.

(ii.) *Land Department.*—The Assistant Government Agent agreed that, as an experiment, he would endeavour to have the Land Development Ordinance permits written out by the permanent staff, instead of by a temporary clerk, as soon as arrears have been caught up.

518. *Shroff's Department.*—It was agreed that one out of the three Treasury watchers released from the Mullaittivu Treasury Office may be employed at the Vavuniya Kachcheri. The shroff and two watchers stationed at the Kachcheri, Mullaittivu, have been retrenched.

519. *Minor Employees.*—The Assistant Government Agent agreed to the release of one peon as an experiment.

520. *Savings.*—The following estimated savings would result from the above recommendations:—

	Rs.
1 Clerk, Class III.	840
1 Temporary clerk, say	160
1 Peon	336
	<hr/>
Rent allowance, say	1,336
	114
	<hr/>
	1,450

TRINCOMALEE KACHCHERI.

521. *Staff.*—The staff provided for in the 1938-39 Estimates is the following:—

Assistant Government Agent, C. C. S., Class II.	..	..	1
Office Assistant, C. C. S., Class III.	..	..	1
Vanniyas	..	..	3
Clerks :			
Class I.	..	2	
Class II.	..	5	
Class III.	..	11	
		<hr/>	18
Shroff, Class II.	..	..	1
Assistant Shroff	..	..	1
Counters	..	..	2
Bookbinder	..	..	1
Head Peon, Kachcheri	..	..	1
Peons	..	..	5
Labourers :			
Residency	..	2	
Kachcheri	..	1	
		<hr/>	3
Tom-tom beater	..	..	1

522. *Savings*.—Owing to the fact that the activities of the Kachcheri are at present not normal, it has not been possible to recommend any reduction in staff.

PUTTALAM KACHCHERI.

523. *Staff*.—The staff provided for in the 1938-39 Estimates is as follows:—

Assistant Government Agent, C. C. S., Class II.	..	..	1	
Office Assistant, C. C. S., Class II.	..	..	1	
Extra Office Assistant, C. C. S., Class III.	..	..	1	
Ratemahatmaya, Demala Hatpattu	..	..	1	
Mudaliyars	..	..	4	
Clerks :				
Class I.	..	..	1	
Class II.	..	..	7	
Class III.	..	..	17	
				25
Shroffs, Class II.	..	..	2	
Assistant Shroffs	..	..	2	
Counter	..	..	1	
Treasury Guards	..	..	5	
Peons :				
Kachcheri	..	..	8	
Mudaliyar, Pitigal Korale South	..	..	1	
				9
Bookbinder	..	..	1	
Caretaker, Chilaw Circuit Bungalow	..	..	1	
Garden Labourers, Residency	..	..	2	
Sweeper	..	..	1	

524. *Extra Office Assistant*.—Owing to the fact that the Magistrate devotes part-time to Kachcheri work, and to the possibility of the Chief Clerk, if he is an Officer in the Special Class or Class I. of the Clerical Service, taking over some of the routine duties of the Staff Officers, we considered that the post of Extra Office Assistant (C.C.S., Class III.) could be suppressed. The Assistant Government Agent agreed to give this proposal a trial on the understanding that the position would be reviewed at the expiration of twelve months. By this time, however, it is possible that the work in connection with Sanitary Boards and the Rural Education District Committees may be removed from the charge of the Assistant Government Agent. We recommend that the suppression of the post of Extra Office Assistant should be given effect to when the present Relief work comes to an end.

525. *Chief Headmen*.—The Assistant Government Agent undertook to consider the possibility of reducing the number of Chief Headmen from 5 to 4, by a re-arrangement of areas and handing over the Gravets to the Kachcheri Mudaliyar.

526. *Superior Headmen*.—The Assistant Government Agent informed us that amalgamation of areas, with a view to reduction in numbers, is under consideration.

527. *Clerical Staff*.—The distribution of the clerical staff among the various Departments of the Kachcheri is as follows:—

	Class I.	Class II.	Class III.	Total.
Accounts Department	1	2	6	9*
Rural Administration Department	—	3	3	6†
Land Department	—	2	8	10
Total..	1	7	17	25

(i) *Accounts Department*.—In view of the arrangement to suppress the post of Extra Office Assistant, it was agreed that the clerical staff of the Accounts Branch should be left at the present strength, viz., 9 (excluding the salt clerk).

* Does not include a clerk in Class II. doing salt work—provision for this clerk appears under Head 54.

† Does not include a clerk attached to the Gansabbawa Department and paid for from the grant of the Commissioner of Local Government; but includes one clerk in Class III. attending to Rural Education District Committee work.

(ii.) *Rural Administration Department.*—Provision appears for an additional clerk in Class II. in the Estimates for 1938-39 and an officer has been appointed provisionally. The Assistant Government Agent agreed to the deletion of this item. He will renew the application if he considers it to be necessary after watching the working of the new Village Communities Amending Ordinances.

528. *Minor Employees.*—The Assistant Government Agent agreed to reduce the number of peons by one (from 8 to 7) and to utilize the services of one of the Treasury Guards as a peon in addition to his duties as a guard.

529. *Other Charges.*—We suggested to the Assistant Government Agent that the vote for two steel cabinets provided for in the 1938-39 Estimates should be left unexpended, and the cabinets found from surplus ones available from other Departments.

530. *Savings.*—The savings that would result from the above recommendations are estimated to be as follows:—

	Rs.
1 Extra Office Assistant, C. C. S., Class III.	6,600
1 Chief Headman	3,000
1 Clerk, Class II., Rural Administration Department	1,860
1 Peon	336
	11,796
Rent allowance, say	994
	12,790

KEGALLA KACHCHERI.

531. *Staff.*—The staff provided in the 1938-39 Estimates is as follows:—

Assistant Government Agent, C. C. S., Class II.	1
Office Assistant, C. C. S., Class II.	1
Ratamahatmayas	4
Clerks :	
Class II.	6
Class III.	13
	19
Chena Surveyor Muhandiram	1
Shroff	1
Assistant Shroff	1
Counter	1
Arachohi, Kachcheri	1
Peons :	
Kachcheri	6
Chief Headmen	3
	9
Labourers :	
Residency	2
Kachcheri	1
	3
Labourers for Chena Surveyor Muhandiram	2

532. *Chief Headmen.*—The Assistant Government Agent proposes to suppress one post of Ratamahatmaya (Paranakuru Korale) on the retirement of the present holder of the post. The pattu round the town is to be given over to the Kachcheri Mudaliyar who will then become Kachcheri Mudaliyar and Gravets Ratamahatmaya, and the remaining area is to be divided among the other three Ratamahatmayas.

533. *Minor Headmen.*—The Assistant Government Agent stated that 25 posts of Minor Headman have already been suppressed and that another 47 posts have been noted for suppression on the occurrence of vacancies.

534. *Clerical Staff.*—The distribution of the clerical staff among the various Departments of the Kachcheri is as follows:—

	Class II.	Class III.	Total.
Accounts Department	2	5	7
Rural Administration Department	2	4	6*
Land Department	2	4	6
Total	6	13	19

(i.) *Accounts Department.*—The Assistant Government Agent was prepared to release one clerk in Class III., by a re-arrangement of the duties of the clerks in the Accounts Department.

(ii.) *Rural Administration Department.*—The Assistant Government Agent thought that it might be possible, in the near future, to release the Assistant Gansabhawa clerk who is paid for from the grant of the Commissioner of Local Government, but he wished to have time to consider the possibility of this proposal after watching the working of the new Village Communities Amending Ordinances. He undertook to review the question in about twelve months' time. We consider, however, that extra work sufficient to justify the retention of a superfluous clerk will not be involved under the new Ordinances referred to.

(iii.) *Land Department.*—The Assistant Government Agent was unable to agree to any reduction in this Department as new items of work are coming in. He stated that a large number of Settlement Notices are pending and inquiries have already been taken in hand. One of the clerks in the Land Department has, however, been given work in connection with Food Control.

535. *Minor Employees.*—The Assistant Government Agent agreed to the suppression of the post of one peon. A peon who was paid from the grant of the Commissioner of Local Government has already been released.

536. *Savings.*—The savings that are estimated to result from the above recommendations are:—

	Rs.
1 Chief Headman	3,000
1 Clerk, Class III. (Accounts Department)	840
1 Clerk, Gansabhawa Branch	780
1 Peon, Gansabhawa Branch	336
	<u>4,956</u>
Rent allowance, say	444
	<u>5,400</u>

Quasi-Government Bodies.

537. The Quasi-Government Bodies that are under the control of the various Government Agents and Assistant Government Agents are:—

- (a) Provincial Road Committees.
- (b) District Road Committees.
- (c) Sanitary Boards.
- (d) Rural Education District Committees (with one or two exceptions).

We did not consider it necessary to examine in detail the cadre of the Bodies mentioned above, but any notes made by our Investigating Units have been passed on to the Chairmen of the respective Bodies for consideration. We wish, however, to refer to certain points of policy with regard to the Provincial and District Road Committees. Changes are likely to occur in the near future in regard to the scope and functions of the Sanitary Boards and Rural Education District Committees and no useful purpose will be served in discussing these Bodies at this stage.

* Includes one clerk in Class III. attending to Rural Education District Committee work, but excludes one paid for from the grant of the Commissioner of Local Government and attached to the Gansabhawa Branch.

538. *Provincial Road Committees.*—We find that in 1934 the Commissioner of Local Government suggested the abolition of the Provincial Road Committees and the handing over of their functions to the District Road Committees. The consensus of opinion among the Government Agents, who are Chairmen of the Provincial Road Committees of their respective Provinces, seems to be in favour of abolition. While there would be no loss of efficiency or diminution of the service to the public, there are bound to be savings in staff, stationery, &c., and greater expedition of work, if the Provincial Committees are abolished. If considered necessary, the Government Agent of the Province may be appointed Chairman of all the District Road Committees in his Province. We recommend, therefore, that steps be taken to abolish the Provincial Road Committees.

539. *Clerical Staff.*—The Chairmen of some of the quasi-Government Departments have urged on us the desirability of staffing these Bodies with officers seconded from the Clerical Service rather than by officers locally recruited and specifically appointed to these very small local Departments. Apart from the lack of uniformity in the efficiency and the conditions of service of the officers recruited by the quasi-Government Bodies, it has been pointed out that, in many cases, officers too senior for certain posts have to be kept on the establishment as they are not transferable. Moreover, there is an inevitable tendency, as these officers increase in years and in length of service, to add on allowances and to inflate their salaries to a standard beyond a scale commensurate with the duties and responsibilities they are called upon to perform.

We consider that it would be desirable if officers of Class III. of the Clerical Service were seconded for service under quasi-Government Bodies, and suggest that a start be made with the staffing of the Road Committee Offices.

We have recommended the reduction of staff in several of these Road Committees and are confident that a reasonable amount of saving will result, should our recommendations be adopted.

540. *Resthouses and Circuit Bungalows.*—Several Resthouses and Circuit Bungalows which were considered unnecessary under present conditions have been closed during the past few years. Our examination of the necessity for the existing ones disclosed the possibility of closing a further number. Suggestions have been made accordingly to the Chairmen of the various Road Committees, and they are now under consideration.

Summary of Savings.

541. The following is a summary of the savings recommended in respect of the different Kachcheries:—

	Rs.
Colombo	21,300
Kandy	5,080
Galle	13,172
Jaffna	2,475
Batticaloa	14,100
Kurunegala	3,900
Anuradhapura	4,200
Badulla	13,650
Ratnapura	18,000
Kalutara	8,300
Matale	11,605
Nuwara Eliya	14,000
Matara	11,400
Hambantota	1,800
Mannar	4,590
Vavuniya	1,450
Trincomalee	—
Puttalam	12,790
Kegalla	5,400
Total ..	<u>167,212</u>

Head 34.—Excise Department.

542. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32	774,678	604,052	1,378,730
1932-33	770,451	528,845	1,299,296
1933-34	689,032	510,257	1,199,289
1934-35	728,088	547,588	1,273,676
1935-36	795,987	593,954	1,389,941
1936-37	877,764	613,389	1,491,153
1937-38	908,813	665,848	1,574,661
1938-39 (Estimated)	934,487	656,792	1,591,279

The Excise revenue collected during the period is as follows:—

	Rs.
1931-32	6,661,700
1932-33	6,605,584
1933-34	6,910,615
1934-35	7,358,250
1935-36	7,099,601
1936-37	7,723,584
1937-38	8,136,350
1938-39 (Estimated)	7,580,500

543. The Department as now organized consists of a Head Office in Colombo, 4 Divisional Offices, 13 Circle Offices and various Excise Stations and Ranges.

544. The Staff of the Department, as appearing in the 1938-39 Estimates compared with that approved by the Select Committee of the State Council (Sessional Paper XXVIII. of 1935), is as follows:—

	1938-39. Estimates.	Select Committee.
Excise Commissioner (C. C. S., Class I.)	1	1
Deputy Commissioner	1	1
Assistant Commissioners	4	4
Superintendents of Excise	14	13
Clerks :		
Class I.	4	2
Class II.	15	13
Class III.	33	29
	52	44
Stenographer	1	1
Inspectors	179	158
Sergeants	37	20
Guards	350	294
Female Guards	2	—
Warehouse Officers (Clerks, Class III.)	3	3
Clerks attached to Warehouses (Class III.)	2	2
Bookbinders	2	2
Office Peons	23	21
Bicycle Orderlies	2	2
Sweepers	4	4
Motor Lorry Drivers	2	2
Coopers	3	3
Porters and Watchers	117	107

545. The increase in the number of Superintendents from 13 to 14 was necessitated by the re-opening of the Point Pedro Circle when the Tree Tax System was extended to the whole of the Jaffna District. In the same connection, 5 Clerks, 16 Inspectors, 16 Sergeants and 22 Guards were also added to the cadre of the Department. A further 5 Inspectors and 24 Guards were appointed in 1937 when the Matara, Kegalla and Chilaw Districts were taken over by the Department from the Headmen who were attending to detective and preventive work in these districts for a short time. Eleven additional guards were taken on as the first instalment of Personal Guards to Superintendents and Assistant Commissioners in terms of paragraph 147 of the Report of the Select Committee of the State Council, Sessional Paper XXVIII. of 1935. Early in 1938, 2 Clerks were added to the Head Office to cope with an increase of work.

546. *Civil Service Element in the Excise Department.*—At present the post of Excise Commissioner is held by an officer of the Civil Service, Class I. The posts of Deputy Commissioner and Assistant Commissioner, which still appear in the Civil Service cadre, have been filled by Departmental Officers. No formal decision that these posts should be permanently removed from the Civil Service has yet been made. A Sub-Committee of the Executive Committee for Home Affairs which considered the Excise Policy of Government reported as follows in dealing with the organization of the Department:

“ The Excise Department, as will be shown later, is one of the best revenue earning Departments in the Island, involving considerable work of a technical nature and requires an officer of experience to understand and grasp a variety of technical details. We recommend that the post of Excise Commissioner should as soon as convenient be placed on a footing of permanency. For some years it may be necessary to have at the Head of this Department a member of the Civil Service and, until a permanent officer from the department can be appointed, Government should make arrangements to place at its head a Civil Servant with the proviso that he is not to be transferred to any other Department until he has had at least five years' control of the Department After careful consideration in all its aspects with special reference to the views of the Excise Commissioner, we have decided to recommend that unlike in the case of the Excise Commissioner, the Deputy should no longer be a member of the Civil Service” (Paragraphs 82 and 83, Page 28 of Sessional Paper III. of 1933.)

The Select Committee of the State Council, in Sessional Paper XXVIII. of 1935, recommended no change in regard to the grading of the post of Excise Commissioner in Class I. of the Civil Service. Further, they anticipated that the post of Deputy Commissioner and Assistant Commissioner would continue to be filled departmentally.

We agree with the finding of the Sub-Committee of the Executive Committee for Home Affairs that whoever is appointed as Excise Commissioner should be allowed to remain in the post for a number of years. If, however, a suitable officer is available in the Department for promotion to the position of the Head of the Department, he may be appointed to the post on a salary commensurate with the increased responsibility he will be called upon to bear. In that event, we think that it would be sound policy not to divorce the Civil Service element altogether from the Department. It is desirable that there should be in the Civil Service a few officers acquainted with the technical work of the Department, in order that they may be selected, when the necessity arises, to serve a further tour as the Head of the Department. The Civil Service element may be introduced in the first instance in the grades of Superintendent or Assistant Commissioner.

547. *Divisional Offices.*—Before considering the organization and the staff of the Head Office of the Department, we propose to examine the functions and duties assigned to the Divisional Offices. The Department has 4 Assistant Commissioners each in charge of a Division. The 4 Divisions into which the Island is divided are again sub-divided into 13 Circles, each under a Superintendent. Under each Superintendent are a number of Inspectors, Sergeants and Guards who are in charge of the several Excise Stations, Ranges, Distilleries and Warehouses.

The backbone of the Department is the Inspectorate. An Inspector's duties are:—

- To detect and prevent excise offences;
- To control licensed premises and tapping gardens;
- To train and control the Guards and Sergeants; and
- To maintain contact with Headmen, Estate Superintendents, Unofficial Excise Officers, Advisory Committees and the public.

In all these duties he is assisted by Sergeants and Guards who collect for him information of Excise offences, help him in raids, in marking trees, and in making tope and tree tests, road and tope patrols, &c. As a general rule, each Inspector

has under him 2 Guards or Sergeants. The work of all the Inspectors, Sergeants and Guards stationed in an Excise Circle is supervised by a Superintendent whose duty it is—

- (i.) To train them in the prompt and thorough performance of their duties;
- (ii.) To get into personal contact with them; and
- (iii.) To inspect their work regularly, at least once every month.

Each Assistant Commissioner has 3 or 4 Superintendents to supervise.

548. We examined the work done in the Divisional Offices and came to the conclusion that there was not sufficient justification for the retention of the present arrangement of placing an Assistant Commissioner between the Superintendent and the Head Office, particularly because the Assistant Commissioners did little by way of making final decisions, almost all matters being referred to the Head Office for orders. In the circumstances, we suggested to the Excise Commissioner to consider the question of abolishing the divisional system and attaching two of the four Assistant Commissioners to the Head Office to function as Inspecting Officers. The Excise Commissioner, however, was firmly of opinion that many of the present Superintendents required more direct and constant supervision by an Assistant Commissioner on the spot than could be exercised by two Inspecting Officers from the Head Office. Of the 14 Superintendents now in the Department, only 4 are Cadet Officers recruited and trained as Probationary Superintendents, the remaining 10 being officers promoted from the Inspector grade. The system of recruitment at present to the Superintendent grade is to appoint 2 Probationers to 1 Inspector. In the opinion of the Excise Commissioner, the Assistant Commissioners must remain until the Superintendent grade contains at least 75 per cent. of Cadet Officers. He, however, suggested a re-division of the Island into the following 3 Divisions, suppressing one post of Assistant Commissioner:—

- 1 Assistant Commissioner at Kalutara for the Southern Division comprising the Southern and Uva Provinces and the Ratnapura and Kalutara Districts.
- 1 Assistant Commissioner at Colombo for the Central Division comprising the Central and North Western Provinces and the Kegalla and Colombo Districts.
- 1 Assistant Commissioner at Jaffna for the Northern Division comprising the Northern, Eastern and North-Central Provinces.

549. We have agreed with the Excise Commissioner on condition—

- (1) that the position should be reviewed at the end of three years, with a view to abolishing the divisional system and vesting the Superintendents with full responsibility for the work in their respective areas, subject to the control and direction of the Head Office, and
- (2) that there should be devolution of greater powers on Assistant Commissioners from the Head Office and that the Assistant Commissioners should be made to shoulder greater responsibility for the work within their respective divisions, relieving the Head Office of all routine work.

550. We suggested, as a retrenchment measure, that the 3 Assistant Commissioners need not have separate offices of their own, but that the Assistant Commissioners of the Southern and Northern Divisions should make the Superintendents' offices at Kalutara and Jaffna, respectively, their headquarters, while the Assistant Commissioner in charge of the Central Division, who would be stationed in Colombo, should work in the Head Office. The Acting Excise Commissioner has agreed to this proposal.

551. *Head Office*.—The Staff Officers of the Head Office are the Excise Commissioner, the Deputy Commissioner and the Superintendent, Headquarters. The last named officer functions as the Office Assistant to the Excise Commissioner. When the proposal to delegate to the Assistant Commissioners some of the duties now performed in the Head Office is given effect to, there will be a

reduction of work in the Head Office. Moreover, we have suggested in the preceding paragraph that the Assistant Commissioner in charge of the Central Division should work in the Head Office. Under these arrangements, there is not sufficient justification for the retention of the post of Superintendent of Excise, Headquarters. We recommend the suppression of this post. The Acting Excise Commissioner agrees to this.

Field Staff.

552. *Superintendents.*—At present there are 14 Superintendents, one of whom is attached to the Head Office and the remaining 13 are in charge of the following Excise Circles into which the Island is divided:—

- (1) City Circle (Colombo City and the Excise Training School).
- (2) Colombo Circle (Colombo District).
- (3) Chilaw Circle (North-Western Province).
- (4) Kalutara Distilleries Circle (Distilleries and Warehouses in Kalutara District).
- (5) Kalutara Circle (Kalutara District).
- (6) Galle Circle (Southern Province).
- (7) Kandy Circle (Matale District and portions of Kandy and Nuwara Eliya Districts).
- (8) Gampola Circle (Remainders of Kandy and Nuwara Eliya Districts).
- (9) Ratnapura Circle (Province of Sabaragamuwa).
- (10) Badulla Circle (Uva Province and Batticaloa District).
- (11) Jaffna Circle (Western part of Jaffna District).
- (12) Point Pedro Circle (Eastern part of Jaffna District).
- (13) Trincomalee Circle (Trincomalee, Mannar, and Mullaitivu Districts and North-Central Province).

In point of the number of taverns and licensed premises requiring inspection, the number of excise offences reported in recent years, and the number of Excise Stations and Ranges requiring supervision, the work and responsibility of the Gampola and Trincomalee Circles appeared to us to be comparatively light. We, therefore, suggested to the Excise Commissioner a re-adjustment of areas reducing the number of Excise Circles from 13 to 11. The Excise Commissioner did not consider it practicable to abolish the Trincomalee Circle in view of the large area it covered. In regard to the Gampola Circle, he preferred to retain it and eliminate the Ratnapura Circle by a re-adjustment of the areas as follows:—

Kegalla District, which is now part of the Ratnapura Circle, to be added to the Gampola Circle;

Ratnapura District, being the remainder of the Ratnapura Circle, to be added to the Badulla Circle;

Batticaloa District, which now forms part of the Badulla Circle, to be added to the Trincomalee Circle;

Mannar and Mullaitivu Districts, which are at present included in the Trincomalee Circle, to be added to the Jaffna and Point Pedro Circles respectively.

We accept these proposals whereby the number of Circles will be reduced from 13 to 12.

553. *Inspectors.*—(i) We observed that large increases have been made in recent years in the Inspectorate of the Department. In 1933-34, the number of Inspectors in the Department was only 125. Since then, for various reasons, this number has been raised from year to year, and the present strength is 179. The Excise Commissioner suggested the following reductions:—

- (1) Amalgamation of Dehiwala and Lunawa Stations (2 Inspectors each) and giving 3 Inspectors to the new Lunawa Station.
- (2) Reduction of the number of Inspectors at Jaala Station from 3 to 2.
- (3) Abolition of the temporary Gampaha Station which has 2 Inspectors.

- (4) Abolition of the Negombo, Nikawaretiya, Nattandiya, Koslande, Eheliyagoda, Nawalapitiya and Padiyapelella Ranges with one Inspector each.
- (5) Amalgamation of the Paiyagala and Kalutara Stations (2 Inspectors each) and giving 3 Inspectors to the new Kalutara Station.
- (6) Reduction of the number of Inspectors in the Matugama Station from 2 to 1.
- (7) Reduction of the number in the Weligama Station from 2 to 1.

Of the 14 Inspectors who would thus be released, the Excise Commissioner proposed to retain 4 Inspectors for other work, and suppress the posts of the remaining 10. Of the four to be retained, the suggestion was that one should be employed as an additional Inspector of Distilleries and three should form an Island Reserve, to meet situations arising from sickness, long leave or rise in crime. We agree to these proposals.

(ii.) *Inspectors stationed in Jaffna District for Tree Tax work.*—Of a total of 38 Inspectors stationed in the Jaffna District, 31 are engaged on Tree Tax work. Two of the 31 are employed as Relief Inspectors. In regard to the remaining 29 Inspectors, we were informed that their chief duties consisted of the marking of trees licensed for tapping and the patrolling of the area, to prevent illicit tapping and other excise offences. We were inclined to the view that it was rather an expensive arrangement to detail Inspectors for tree-marking work. We observed that rules made under the Tree Tax System provided that trees must be marked in the presence of Inspectors. Each Inspector who went out for tree-marking was accompanied by two Guards who did the actual work of marking, while the Inspector merely supervised them. We considered the possibility of replacing a number of the Inspectors in this District by officers in the grade of Sergeant who could be entrusted with the work of marking trees. The Excise Commissioner had already tried the experiment of detailing selected Sergeants for the work in certain areas, and had received no complaints, but he was not prepared to extend the practice throughout the Tree Tax area. As the Tree Tax System had already been in operation for nearly 2 years in the whole of the Jaffna District, we considered that it should be possible for the Department to make a reduction in the large staff engaged on the work, and that at least half the number of Inspectors should be replaced by selected Sergeants who could be entrusted with the work of marking trees, under the close supervision of Inspectors. We discussed this matter with the Excise Commissioner and he agreed that the Department should progressively reduce the number of Inspectors attached to Stations in the Tree Tax areas, until each Station was left with only two Inspectors. We recommend that this reduction should be carried out by replacing, say, 5 Inspectors by Sergeants every year for the next 3 years, thus bringing down the number of Inspectors employed on Tree Tax work from 31 to 16, including 2 Relief Inspectors.

(iii.) *Inspectors in charge of Warehouses.*—Thirteen Inspectors are at present employed as Warehouse Officers, 8 in the Kalutara District, 2 in the Kandy Warehouse, and 1 each in the Negombo, Badulla and Jaffna Warehouses. Three other warehouses, viz., Batticaloa, Trincomalee and Vavuniya, are in the charge of Clerk-Warehouse Officers, seconded from Class III. of the Clerical Service. The work of a Warehouse Officer is not such as to justify the employment of Inspectors on a salary scale of Rs. 900 to Rs. 3,300 per annum. We suggested to the Excise Commissioner that some at least of the present 13 Inspectors could be replaced by a cheaper grade. The Excise Commissioner, while agreeing with this view, considered that it was not practicable to reduce the number of posts reserved for Inspectors, for the reason that there must be available in the Department some posts to which those who were not quite fit physically for strenuous field work could be appointed. The Acting Excise Commissioner has proposed to allot to these Inspector-Warehouse Officers a certain amount of field work, such as inspection of licensed premises, taverns, &c., which they will be able to do when not engaged in the Warehouses. We agree to this arrangement.

(iv.) *Securing the Co-operation of Headmen in detective work.*—In pursuance of the recommendation made in 1933 by a Sub-Committee of the Executive Committee for Home Affairs—*vide* paragraph 15, page 9, of Sessional Paper III. of

1933—the excise detective work in the Matara, Chilaw, and Kegalla Districts and in a part of the Nuwara Eliya District, was handed over to the Headmen, as an experiment, from October 1, 1933. But the experiment was reported to be a failure by the Revenue Officers of the Districts in question, and on their recommendation, which was accepted by the Executive Committee for Home Affairs, the Excise Department resumed work in the Districts in December, 1936. The principal reasons for the failure of the Headmen in this direction were stated by the Excise Commissioner, in his Administration Report for 1935, to be (a) their lack of training, and, even if such training were possible, their inability to grasp the legal requirements of a successful excise detection, and (b) their natural reluctance to court unpopularity in the village. We agreed that, for some time more at least, it would not be possible to hand over all detective work in any District completely to the Headmen, but we consider that their co-operation in a greater degree than at present should be secured in the interests of economy. The failure of the experiment in the selected Districts referred to above was due partly to the Headmen's lack of previous training in excise work, and partly to the unfortunate circumstance that the experiment coincided, in the later stages, with the malaria epidemic which occupied almost the entire attention of the Headmen during that period. It seemed to us that the experiment should be given a better trial. We, therefore, suggested to the Excise Commissioner that, in the "dry" areas, the prevention and detection of excise offences should be made a responsibility of the Headmen, and only a skeleton excise staff should be retained in these areas to train, advise and assist the Headmen. We referred him to the following observations in his Administration Report for 1936 which indicated that, with some training, Headmen could render appreciable assistance in detective work:—

"The 34 Superior and Minor Headmen in Kotmale showed considerable excise activities during 1935-36, no doubt due in large measure to the personal interest taken by the present Ratemahatmaya, Mr. Unamboowe. The Ratemahatmaya, however, asked that excise officers should again be stationed in his division, as he considered that their presence would yield even better results by reason of the assistance and co-operation he and his Headmen could render to the excise officers as a consequence of the experiment since October, 1933.

In Kegalla District too the considerable activity shown towards the end of the period of the experiment and after the subsidence of the malaria epidemic was mainly due to the keenness of the Assistant Government Agent, Mr. R. S. V. Poulier, who communicated it to his Chief and Minor Headmen. Although the department has taken over the work from December, 1936, the Headmen have not ceased, except in one district, to interest themselves in excise matters, and they are being encouraged in every way to continue to make independent detections and to call in the excise officers in cases of difficulty or danger.

With the experience which Headmen in these districts have gained during the period of the experiment they will be of greater assistance to excise officers, and it is confidently expected that in 1937 excise crime will be better controlled in these areas, where the Headmen had done all the excise detective work for over 3 years previously."

While agreeing that the co-operation of the Headmen should be secured in a greater degree than at present, the Excise Commissioner was unwilling to take responsibility for any area with only a skeleton excise staff. He drew our attention to the unanimous view expressed at the Conference of Government Agents on January 20, 1939, that Headmen were neither qualified nor otherwise suited to take over excise work in the "dry" areas. In these circumstances, we do not recommend that the question should be pursued any further at the present time.

554. *Sergeants and Guards*: (i.) Provision is contained in the 1938-39 Estimates for 37 Sergeants and 350 Guards, of whom 1 Sergeant and 8 Guards are new appointments. Consequent on the proposal made in paragraph 27 (i.) above, to remove 14 Inspectors from some of the existing excise stations and ranges, 28 Guards attached to them will also be released. We have agreed with the Excise

Commissioner that one of these retrenched Guards may be attached to the additional Inspector of Distilleries.

(ii.) The additional 8 appointments provided for in the grade of Guard in the 1938-39 Estimates were intended to be distributed as follows:—

- 1 Guard for supervision of bottling work owing to increase of work and
- 7 Guards as personal Guards to complete the strength of 18 personal Guards for the 4 Assistant Commissioners and 14 Superintendents as recommended in paragraph 147 of Sessional Paper XXVIII. of 1935.

We have no objection to the allocation of 1 additional Guard for bottling work. In regard to the 7 personal Guards, the number now required is only 4 as the posts of one Assistant Commissioner and two Superintendents are to be suppressed.

(iii.) The field staff employed at present on Tree Tax work in the Jaffna District consists of 31 Inspectors, 13 Sergeants and 59 Guards. In paragraph 553 (ii.) we have recommended the gradual replacement of 15 out of the 31 Inspectors by Sergeants for tree-marking. The Acting Excise Commissioner has agreed that allowing 2 Guards for each Inspector and 1 Guard for each Sergeant employed on Tree Tax work, the existing staff can be replaced by 16 Inspectors, 22 Sergeants and 65 Guards. This would result in a reduction of 15 posts in the Inspector grade and an addition of 9 posts to the Sergeant grade and 6 to the Guard grade.

(iv.) Provision is included in the 1938-39 Estimates for one new post of Sergeant for supervision of bottling work. We recommend the retention of this post.

555. The present sanctioned strength of the higher and the field staff, as compared with the numbers in the different grades recommended by us in the foregoing paragraphs, is as follows:—

	1938-39. Proposed.		Reduction.	Increase.
	Estimates.	Staff.		
Excise Commissioner ..	1	1	—	—
Deputy Commissioner ..	1	1	—	—
Assistant Commissioners ..	4	3	1	—
Superintendents ..	14	12	2	—
Inspectors ..	179	154	25	—
Sergeants ..	37	46	—	9
Guards ..	350	326	24	—

Clerical Staff.

556. The sanctioned clerical staff for the Department consists of 57 clerks distributed as follows:—

	Class I.	Class II.	Class III.	Total.
Head Office ..	4*	5†	9‡	18
4 Divisional Offices ..	—	4	4	8
13 Circle Offices ..	—	6	20	26
Warehouses ..	—	—	5	5
	4	15	38	57

557. *Head Office.*—We have examined the work of the different Branches in the Head Office and make the following recommendations:—

- (i.) *Recordkeeper:* This officer is in Class I. There is hardly full time work in the Record Room for even a Class III. clerk. There are 2 Bookbinders who should be able to attend easily to all the work. The Excise Commissioner agrees to place the Record Room in the charge of the senior Bookbinder, provided he is appointed Head Bookbinder.

* One of these posts (Chief Clerk) is at present temporarily filled by an officer in the Special Class.

† One of these posts, a new appointment provided for in the 1938-39 Estimates, remains unfilled.

‡ Includes 1 clerk, Railway Clerical Service.

and placed on the scale of salary attached to Head Bookbinders. The Bookbinder in question reached the maximum salary of Rs. 600 per annum on his present scale of Rs. 420—15—600 on December 8, 1936. We have no objection to his appointment as Head Bookbinder on the salary scale of Rs. 615—15—780 from the date he assumes charge of the Record Room, releasing the clerk now in charge.

- (ii.) *Class III. post provided for in the 1938-39 Estimates:* This additional clerk was asked for as a supernumerary in the Head Office to be sent as relief clerk to sub-offices whenever required. We are unable to agree to this addition. With de-centralization of the duties now performed in the Head Office, clerical work will be reduced appreciably and it will be possible for the Head Office to release one or two of its clerks to be sent as a relief whenever required.

558. *Divisional Offices.*—Each Divisional Office has 1 clerk in Class II. and 1 clerk in Class III. We have proposed in paragraph 550 that the 3 Assistant Commissioners stationed in Kalutara, Colombo and Jaffna, respectively, should give up their separate office establishments. They should find all the necessary clerical assistance from the respective offices which will be their headquarters, such offices being strengthened for this purpose by the addition to each of one Class II. clerk. We accordingly recommend that 3 Class II. clerks, out of the present clerical staff of the Divisional Offices, be added, one to the Head Office and two to the 2 Superintendents' Offices at Kalutara and Jaffna. The Acting Excise Commissioner agrees to this arrangement.

559. *Circle Offices.*—With the abolition of the Ratnapura Circle as recommended by us in paragraph 552, one clerk, Class III., will be released. The remaining 12 Circles have 25 clerks distributed at present as follows:—

Circle.	Class II.	Class III.	Total.
Colombo City ..	..	2	2
Colombo District ..	..	2	2
Chilaw ..	..	2	2
Kandy ..	..	2	2
Gampola ..	1	—	1
Badulla ..	1	—	1
Kalutara ..	..	2	2
Kalutara Distilleries ..	..	1	1
Galle ..	..	2	2
Jaffna ..	2	3	5
Point Pedro ..	2	2	4
Trincomalee ..	..	1	1
	6	19	25

The enlarged Gampola, Badulla and Trincomalee Circles will require 2 clerks each. We recommend that the present Class II. clerks in the Gampola and Badulla offices may be replaced by clerks in Class III., and that an additional Class III. clerk be allowed to the Trincomalee office. We propose no further change in the clerical staff of the other Circle offices, except in regard to the staff employed in the Point Pedro and Jaffna Circle offices on Tree Tax work to which we refer in the next paragraph.

560. *Clerical Staff for Tree Tax Work.*—In addition to the normal staff of 2 clerks each, the Jaffna and Point Pedro Circles have 5 clerks, 3 in the Jaffna office and 2 in the Point Pedro office, exclusively for Tree Tax licensing work. We observe that there are also 2 temporary clerks in the Jaffna Kachcheri attending to work relating to Tree Tax licensing. We have examined the existing system of licensing and find that the present procedure, prescribed by rules framed by the Excise Commissioner in consultation with the Government Agent, can be very much simplified. A certain amount of duplication of work which now exists can also be removed, if the work relating to licensing which is now done partly in the Kachcheri, partly in the two Excise Circle offices and partly in the Excise Stations could be centralized. In consultation with the officers of the Excise Department and of the Kachcheri, who have had experience of the existing

licensing procedure, we have drawn up certain new rules and forms, providing for all work relating to the issue of licences to be done at the Kachcheri where the tax is collected. The Government Agent as well as the Acting Excise Commissioner have agreed to the main principles of the revised system, the adoption of which will effect about 50 per cent. reduction in the cost of the clerical staff now employed on Tree Tax work. Although the Circle Offices at Jaffna and Point Pedro will be relieved of all work relating to the issue of licences, the Excise Stations will continue to maintain the existing records so as to provide themselves with all the information required for the supervision of the Tree Tax areas. We recommend that the clerks now engaged on Tree Tax work in the Jaffna and Point Pedro Circle Offices be removed from the cadre of the Excise Department, and that these two Circles retain only the normal staff allowed to other Circle Offices, namely, two clerks in Class III. each. Even under the revised system of licensing, the Superintendent of Excise will continue to be in charge of the work of issuing permits for transport of toddy. We have no objection to the two Circle Offices employing a temporary clerk during the licensing season, if pressure of work relating to the issue of transport permits necessitates additional staff. When the Kachcheri takes over the licensing under the system proposed by us, certain additions to the clerical staff of the Kachcheri will be necessary. We have referred to this matter in our report on the Jaffna Kachcheri.

561. *Summary.*—We give below a summary of our recommendations regarding the clerical staff as compared with the existing distribution:—

Office.	Existing Staff.			Proposed Staff.			Reduction.			Addition.			Nett Reduction.		
	I.	II.	III.	I.	II.	III.	I.	II.	III.	I.	II.	III.	I.	II.	III.
	4.	5*	9.	3.	6*	8.	1.		1.			1.			
Head Office	4.	5*	9.	3.	6*	8.	1.		1.			1.			
Divisional Offices	4.	4.	4.					4.	4.						
Circle Offices :															
Colombo City			2.			2.									
Colombo District			2.			2.									
Ratnapura			1.						1.						
Trincomalee			1.			2.							1.		
Chilaw ..			2.			2.									
Kandy ..			2.			2.									
Gampola ..		1.				2.		1.						2.	
Badulla ..		1.				2.		1.						2.	
Kalutara ..			2.		1.	2.							1.		
Kalutara Distillery			1.			1.									
Galle ..			2.			2.									
Jaffna ..		2.	3.		1.	2.		1.	1.						
Point Pedro		2.	2.			2.		2.							
Warehouses			5.			5.									
	4	15*	33	3	8*	36	1	9	7	—	2	5	1	7	2

Subordinate Staff.

562. The subordinate staff at present consists of:—

Bookbinders ..	..	..	..	..	..	2
Office Peons ..	..	..	..	..	..	23
Cycle Orderlies ..	..	..	..	..	..	2
Sweepers ..	..	..	..	..	..	4
Coopers ..	..	..	..	..	..	3
Porters and Watchers	..	..	..	..	..	117

Consequent on our recommendation to suppress the Divisional Offices, the subordinate staff now employed in these four offices—4 peons and 3 sweepers—will be released. With the abolition of the Ratnapura Circle, one peon will not be required. There are now 2 peons in the Jaffna Circle Office, one of whom is attached to the Tree Tax Licensing Branch. In the event of our recommendation to transfer the licensing work to the Kachcheri being approved, one of the 2 peons in this Circle Office can be released.

* Includes 1 clerk, Railway Clerical Service.

In regard to the number of Porters and Watchers employed in Warehouses, the Acting Excise Commissioner has agreed to the following reductions:—

Warehouse.	Present Staff.	Proposed Staff.	Reduction.
Panadura and Moratuwa	14	11	3
Kalutara No. 1, Teak Stores and Government Distillery Warehouse	23	21	2
Kandy	14	11	3
Paiyagala and Beruwala	13	11	2
Total			10

563. The reductions proposed in the preceding paragraph, as compared with the existing staff, are as follows:—

	Present Staff.	Recommended Staff.	Reduction.
Bookbinders	2	2	—
Office Peons	23	17	6
Cycle Orderlies	2	2	—
Sweepers	4	1	3
Coopers	3	3	—
Porters and Watchers	117	107	10

564. *Lorry Drivers.*—There are 2 posts of Lorry Driver included in the cadre of the Department. These Drivers are in charge of 2 Government Lorries used for the transport of arrack between Warehouses and from Warehouses to Railway Stations in the Kalutara District. The expenditure to Government on the upkeep of the lorries, inclusive of the Drivers' salaries, &c., is about Rs. 6,000 per annum. We consider that it would be more economical to give out the transport work on contract. The Acting Excise Commissioner agrees with this view. We recommend the suppression of the two posts of Lorry Driver.

General.

565. *Extra Clerical Assistance.*—Provision is made in the 1938-39 Estimates for Rs. 3,000 as Extra Clerical Assistance. The vote is made up as follows:—

	Rs.	c.
(a) Temporary clerks for licensing work during rush season	{	Colombo Circle 44 20
	{	Chilaw Circle 59 50
	{	Kalutara Circle 180 0
(b) Temporary clerks for Tree Tax work in Jaffna and Point Pedro Circle Offices		2,205 0

In view of our proposal that Tree Tax licensing work should be centralized at the Jaffna Kachcheri, the provision required annually for temporary clerks for Tree Tax licensing work in the Jaffna and Point Pedro Circle Offices could be reduced by Rs. 1,565.

566. *Temporary Labour and Overtime to Permanent Labour.*—The provision of Rs. 7,225 made in the 1938-39 Estimates includes Rs. 379.60 for a daily paid sweeper in the Elephant Pass Excise Station. There are in this Station 8 Excise Guards. No sweeper is employed in the numerous other Excise Stations in the Island. We consider that this provision of Rs. 379.60 for a sweeper at Elephant Pass should be deleted. The Acting Excise Commissioner has agreed to this.

567. *Extra Remuneration to Labourers in Distilleries and Warehouses.*—The actual expenditure under this item in previous years was in the neighbourhood of Rs. 650. No reason has been urged for the provision in excess of this figure. We recommend the reduction of this vote from Rs. 1,000 to Rs. 650.

568. *Remuneration to Learners.*—Provision is made in the 1938-39 Estimates for Rs. 12,240. We understand from the Excise Commissioner that no candidates will be taken on for training this year in view of the possible suppression of vacancies. At the present time there are 2 Learner Inspectors and 17 Learner Guards who have completed their training and are awaiting appointment to the permanent establishment. We suggest that they should be kept on as Supernumerary

* Includes 1 clerk, Railway Clerical Service.

Inspectors and Guards, on their own allowances as Learners, viz., Rs. 30 for an Inspector and Rs. 20 for a Guard, until vacancies occur in the establishment as proposed by us. The total provision which will be required as remuneration to these men is Rs. 4,800 per annum. We recommend the reduction of the vote in the 1938-39 Estimates from Rs. 12,240 to Rs. 4,800. The Acting Excise Commissioner has agreed to this proposal.

569. *Overtime to Clerks and Guards: Rs. 100.*—We do not consider this provision necessary. No payment should be made for any overtime work arising out of the normal duties of an officer. We recommend the deletion of this item. The Acting Excise Commissioner has agreed to this proposal.

Other Charges.

570. The Excise Commissioner has agreed to the following reductions in the provision under "Other Charges":—

Sub-head.	Provision. 1938-39. Rs.	Reduction. Rs.
2. Travelling (irrespective of any reduction on account of our general recommendation that the travelling rates should be reduced)	153,000	3,000
3. Uniform and equipment	14,000	2,000
4. Rent	55,194	1,200
5. Stationery, &c.	5,100	1,500
6. Purchase of Instruments, books, &c.	4,438	1,438
9. Bottling	275,000	12,000
14. Incidental Expenses	10,000	1,000

Miscellaneous.

571. *Loss on the Tree Tax System.*—The extension of the Tree Tax System to the whole of the Jaffna District in 1937 cost about Rs. 88,000 on the extra staff. Figures furnished by the Excise Commissioner indicate that the Tree Tax recovered in 1937 was Rs. 128,000 below the revenue of 1934-35 from rent under the old system. The Tree Tax in Jaffna District has, therefore, caused an annual loss in the nett revenue of an amount which is estimated to lie between Rs. 140,000 and Rs. 215,000. The Excise Commissioner stated that he was proposing to the Executive Committee for Home Affairs that the tax of Rs. 2.50 now levied on male palmyra trees should be raised to Rs. 4.50 a year. This increase, if accepted, is expected to produce Rs. 60,000 per annum. This would still leave a gap of a possible maximum loss of nearly Rs. 150,000 to be bridged. This is a position which, from a purely financial point of view, is unsatisfactory. We are, therefore, of the opinion that, apart from discovering ways and means of recouping Government for the loss of revenue, serious and determined effort must be made by the Department to reduce the expenditure on the Tree Tax staff.

572. *Maturation of Arrack.*—The Government holds in stock approximately 1,000,000 proof gallons of arrack at present and incurs an expenditure of nearly Rs. 70,000 per annum in maintaining this quantity in the Warehouses. The annual consumption of arrack is in the neighbourhood of 300,000 proof gallons, but the holding in reserve of a little over 3 years' requirements has been necessitated by the decision of Government to mature arrack for 3 years before it is placed on the market. Three years' maturation of arrack is laid down in paragraph 3 of Sessional Paper III. of 1933. The Excise Commissioner has informed us that, under present arrangements, there is no possibility of any reduction in the cost involved in holding the required stock. He is opposed to any reduction in the period of maturation and, with a view to improving the quality of ordinary arrack put on the market, has suggested that the period should gradually be increased from 3 to 5 years, or that the arrack should be double distilled and matured for three years. The Government Analyst, whom we consulted on this question of maturation, expressed the opinion that a

marked degree of improvement in the quality of arrack is reached at the end of two and a half year's maturation, and that from two and a half to three years the rate of improvement is very slow. On the other hand, an experienced Distiller and Renter who gave evidence before us expressed the view that the average consumer takes no notice of the subtle difference in taste between one, two and three years' old arrack. The arrack manufactured at present is distinctly superior to the arrack of 10 years ago due to better distillation, and in our opinion, maturation for 2½ to 3 years will be quite sufficient in the case of the large quantity of the ordinary arrack put on the market. We do not, therefore, consider that the expenditure involved in the maturing of ordinary arrack for the average consumer for any period in excess of 2½ to 3 years is justified. We are informed that the Department matures limited quantities of arrack for 5 and 10 years and sells them as Special and Extra Special qualities, respectively, to the better class of consumers at a higher price. We see no objection to this practice.

573. *Savings*.—The reductions recommended by us are estimated to produce the following savings:—

Personal Emoluments.—

	Rs.	Rs.
Salaries :		
1 Assistant Commissioner	8,130	
2 Superintendents of Excise	9,200	
25 Inspectors	49,500	
24 Guards	10,080	
1 Clerk, Class I.	3,630	
7 Clerks, Class II.	13,020	
2 Clerks, Class III.	1,680	
2 Motor Lorry Drivers	2,640	
6 Office Peons	2,160	
3 Sweepers	810	
10 Porters	3,468	
Extra Clerical Assistance	1,565	
Temporary Labour and Overtime to permanent Labour ..	379	
Extra remuneration to Labourers in Distilleries and Warehouses	350	
Remuneration to Learners	7,440	
	<hr/>	
	114,052	
Less provision for 9 additional Sergeants	6,075	
	<hr/>	107,977
Allowances :		
Rent allowance	11,000	
Overtime to Clerks and Guards	100	
Other allowances details of which appear in our Report on Salaries, Allowances, &c. :—		
(i.) Office allowance to Outstation Inspectors	10,700	
(ii.) Special allowances to Inspectors functioning as officers-in-charge of Distilleries and licensed manufactories	1,920	
(iii.) Special allowances to Warehouse Officers (approximately)	8,000	
(iv.) Boot allowance to Inspectors	1,000	
	<hr/>	32,720
Other Charges .—		
Travelling	3,000	
Uniform and Equipment	2,000	
Rent	1,200	
Stationery, Office Furniture, &c.	1,500	
Purchase of Instruments, Books, &c.	1,438	
Bottling	12,000	
Incidental Expenses	1,000	
	<hr/>	22,138
		<hr/>
		162,835

Head 35.—Police Department.

574. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32	2,778,626	713,721	3,492,347
1932-33	2,775,109	609,171	3,384,280
1933-34	2,757,806	604,623	3,362,429
1934-35	2,761,896	626,106	3,388,002
1935-36	2,845,906	717,315	3,563,221
1936-37	2,953,532	679,502	3,633,034
1937-38	2,992,284	717,669	3,709,953
1938-39 (Estimated) ..	3,050,230	783,115	3,833,345

575. Staff.—The staff as appearing in the Estimates for 1938-39, compared with that recommended by the Select Committee of the State Council (Sessional Paper XXVIII. of 1935) and showing the excess or shortage, is as follows:—

	(1) 1938-39 Estimates	(2) Select Committee	(3) Excess of (1) over (2).	(4) Shortage of (1) from (2).
Inspector-General	1	1	—	—
Deputy Inspector-General	2	2	—	—
Superintendents, Assistant Superintendents and Probationers	43	40	3	—
Chief Inspectors	4	4	—	—
Inspectors and Sub-Inspectors	205	192	13	—
Chief Inspector, Port Police	1	1	—	—
Inspectors, Port Police	4	4	—	—
Sub-Inspectors, Port Police	28	28	—	—
Sergeants-Major	2	2	—	—
Sergeants	391	370	21	—
Constables	2,662	2,549	113	—

Clerks :

General Clerical Service :

Special Class	1	1	—	—
Class I.	7	6	1	—
Class II.	51	53	—	2
Class III.	107	105	2	—

Railway Clerical Service :

Class II.	1	1	—	—
Female Clerk (non-pensionable)	1	1	—	—
Stenographers	7	4	3	—
Lecturers, Police Training School	2	3	—	1
Bookbinder	1	1	—	—
Motor Launch Drivers	3	3	—	—
Magazine-keeper, Kurunegala	1	1	—	—
Matron for House of Detention	1	1	—	—
Labourers (for Headquarters and other Stations and Offices)	136	136	—	—
Peon, Office of the Superintendent of Police, W. P.	1	1	—	—
Meal Carriers (for taking meals from Maradana and Mahara Barracks to Constables on duty)	4	3	1	—

576. *Additional staff provided for in the 1938-39 Estimates.*—The increase of staff provided for in the 1938-39 Estimates, as compared with the 1937-38 Estimates, is as follows:—

Appointment.	For Existing Offices or Stations.		For New Offices or Stations		Total.
	No.	Office or Station.	No.	Office or Station.	
Assistant Superintendents	1	Colombo City	1	Negombo	2
Sub-Inspectors	4	1 Kandana 1 Moratuwa 1 Gampaha 1 Training School 1 Wellawatta 1 Dehiwala	1	Nelliadi	5
Sergeants	6	1 Kandana 1 Minuwangoda 1 Mt. Lavinia 1 Peliyagoda 2 Fort 2 Pettah 2 Cinnamon Gardens 2 Maradana 1 Dematagoda	4	1 Nugegoda 1 Homagama 1 Radawana 1 Dompe and Kosgama	10
Constables	33	2 Wellawatta 2 Dehiwala 6 Kandana 5 Moratuwa 5 Mt. Lavinia 4 Peliyagoda Assistant Superintendent's Office, Negombo	13	4 Nelliadi 5 Nugegoda 3 Homagama 1 to close Pugoda Station and open three new stations	46
Clerks : Class II. Class III.	1 1	1 Inspector-General's Office 1 Superintendent's Office, W.P.	—	—	2*
Stenographers	2	1 Superintendent's Office, W.P.	—	—	2

577. *Staff Officers.*—Apart from the Inspector-General of Police and the two Deputy Inspectors-General of Police (Provinces and C. I. D.), there is provision for 43 Superintendents, Assistant Superintendents, and Probationers. This number includes the two new posts referred to in the foregoing paragraph.

We discussed at length with the Inspector-General of Police the possibilities of reduction in the above cadre and reached the following conclusions:—

(a) *Superintendent, Training School.*—An Assistant Superintendent of Police is now officiating in this post. The Inspector-General of Police has agreed with us that normally the officer in charge of the Training School would not be a Superintendent of the 1st Grade.

(b) *Superintendents of Police and Assistant Superintendents of Police, Colombo City and Crimes.*—One Superintendent and two Assistant Superintendents are in charge of all work, excepting crime, in Colombo City. One of the new Assistant Superintendents provided for in the Estimates, 1938-39, is for this Division. We were informed that, under existing conditions, the Superintendent of Police, Colombo, has to supervise the Fort Police Station. The Assistant Superintendent, South, supervises 8 Stations and the Motor Patrol and the Assistant Superintendent, North, 6 Stations.

The crime work of the City is attended to ordinarily by a Superintendent assisted by an Assistant Superintendent.

We understand that the Inspector-General of Police has submitted a proposal to the Government for the amalgamation of the Crimes Branch with the Colombo

* One retrenched clerk, Class III., from the Finger Print Bureau also to be attached to the proposed new Assistant Superintendent's Office at Negombo, bringing the total number of clerks to 3.

City Police. All the Police work in the City will then be in the charge of the Superintendent, Colombo, and four Assistant Superintendents—two existing officers, the third drawn from the Crimes Branch and the fourth, one of the new posts of Assistant Superintendents provided in the current Estimates. The officer saved from the existing Crimes Branch will be attached to the Criminal Investigation Department to be in charge of a Crime Bureau for the whole Island.

The Inspector-General of Police represented to us that he expected this reorganization to result in greater efficiency and we have, therefore, agreed to its adoption on the understanding that the proposal to appoint an Assistant Superintendent, Negombo, is postponed.

(c) *Assistant Superintendent of Police, Nuwara Eliya.*—This officer is in charge of Nuwara Eliya Station under 1 Inspector and 9 other stations under Sergeants. We have discussed with the Inspector-General of Police the possibility of withdrawing the Assistant Superintendent, Nuwara Eliya, and putting this district in the charge of Kandy and/or Badulla. The Inspector-General does not think that this arrangement is possible. An alternative would be to place these stations under the control of the Assistant Government Agent, Nuwara Eliya. The Inspector-General sees many objections to this proposal too, although the Assistant Government Agent, Nuwara Eliya, is agreeable to undertaking this extra responsibility. We make no specific recommendation at this stage, but should the financial situation become worse, necessitating more stringent economy, we suggest that the Assistant Government Agent should be required to take over the duties of the Assistant Superintendent of Police in addition to his own.

(d) *Police Office, Western Province.*—Provision has been made in the 1938-39 Estimates for a new Assistant Superintendent of Police, Negombo, dividing the Colombo District into 3 areas. We are of the opinion that the establishment of a new office at Negombo should wait until the financial situation improves. Provision for the following should, therefore, be removed from the Estimates:—

- 1 Assistant Superintendent of Police.
- 3 clerks (1 Class II. and 2 Class III.).

(e) *Police Office, Sabaragamuwa.*—The Superintendent of Police at Ratnapura has an Assistant Superintendent (Headquarters). The Inspector-General of Police has agreed with us that the post of Assistant Superintendent, Ratnapura, is the least important of all the posts held by Assistant Superintendents. We suggested to him that this post might be suppressed as a retrenchment measure. He was strongly opposed to the proposal and cited as reasons the steady increase of crime in the area and the additional responsibility of the Superintendent, Sabaragamuwa, since the formation of the Avissawella Division which he has to supervise.

We make no specific recommendation at this stage, but should the financial situation become worse, necessitating more stringent economy, we suggest that this post should be the first to go among the staff posts of the Department.

578. *Grading of Posts of Superintendent and Assistant Superintendent.*—There is no ratio at present between the grades of Superintendent and Assistant Superintendent, with the result that an Assistant Superintendent starting on a salary of £380 can reach the maximum of the Superintendents' grade, viz., £1,110, provided he is found suitable to pass over the Efficiency Bars. Similarly, a new-entrant Ceylonese Assistant Superintendent appointed on Rs. 3,000 can go up to Rs. 12,000. We suggested to the Inspector-General of Police that the number of Superintendents required should be fixed, so that an Assistant Superintendent could be promoted as a Superintendent only when there is a vacancy in the latter grade.

The Inspector-General of Police considered that in a small force of officers it was undesirable to restrict the number of posts in the higher grade, particularly as promotions over Efficiency Bars are granted very strictly in his Department.

579. *Inspectors and Sub-Inspectors.*—The strength, according to the allocation list for 1937-38, is 4 Chief Inspectors and 200 Inspectors and Sub-Inspectors. Provision is made in the 1938-39 Estimates for 5 additional Sub-Inspectors.

We have discussed with the Inspector-General of Police the question of reduction in the number of Inspectors and Sub-Inspectors and it was eventually agreed that Sergeants might be substituted for Sub-Inspectors as Officers-in-charge in the following 7 Police Stations:—

Narammala,	Aranayake,
Kuruwita,	Ella,
Nivitigalla,	Undugoda.
Giriulla,	

It was also agreed that one Inspector could be released from the Western Province Police Office if and when a new Assistant Superintendent is appointed for the Negombo area.

580. *Grading of the Posts.*—There is no fixed ratio at present between the numbers of the various classes of Inspectors and Sub-Inspectors. Our observations as regards grading in the Superintendents' and Assistant Superintendents' grades apply here too. The Inspector-General of Police stated that there are seven Efficiency Bars which are strictly enforced.

581. *Abolition of Posts by amalgamating Police Stations.*—It has been pointed out to us that there are Police Stations which are situated close to each other and that by combining such stations it might be possible to reduce the overhead charges in salaries of Inspectors and labourers and rent of buildings.

We discussed this matter with the Inspector General and the only proposal to which he was agreeable was the amalgamation of the Badulla Town and District Stations. He stated that the only saving would be in respect of rent of one of the buildings in use at present. We suggest that this be further pursued by the Department.

582. *Inspectors and Sub-Inspectors, Port Police.*—The present sanctioned cadre of the Port Police is 27 Europeans and 6 Ceylonese. Granting that a certain number of European Inspectors and Sub-Inspectors are required for passport work and other duties connected with foreign passengers, &c., we thought that the work now performed by some of the European staff could be carried out by Ceylonese and considerable economy in salary, &c., effected thereby. The Inspector-General was, however, of the opinion that a minimum staff of 27 Europeans was necessary. We understand from the Inspector-General that, at the moment, there are 3 vacancies which the Executive Committee for Home Affairs have agreed to fill and that the whole composition of the Port Police will be re-considered in 12 months' time. We recommend that what we have stated above should be taken into account when this matter is re-considered at such time.

583. *Sergeants and Constables.*—The number of Sergeants and Constables provided for in the 1938-39 Estimates is 3,055 distributed as follows:—

Sergeants-Major	..	..	..	2
Sergeants	..	..	..	391
Constables	..	..	..	2,662

This provision exceeds the 1937-38 Estimates by 10 Sergeants and 46 Constables. Of these, 4 Sergeants and 13 Constables are meant for new stations.

584. *Training Schools.*—Of the 2,662 Constables, there is an allocation of 100 Constables under training at the School and 49 continuing training in the Provinces. The Inspector-General has agreed with us that the number under training can be reduced from 100 to 75. We accordingly recommend that the total number provided in the Estimates be reduced by 25 on this account.

The Inspector-General has also agreed to retrench one of the Orderlies and the Ground Sergeant at the Training School. We see no objection, however, to the present Ground Sergeant being carried on the Government establishment until he retires. His successor should be paid entirely from the Sports Fund.

585. *Amalgamation Scheme in the City.*—We considered that in the process of merging the Crimes Branch into the City Police there should be a certain amount of saving in the strength of Sergeants and Constables necessary for the combined Force. The Inspector-General agreed that this might be possible and that

he might be able to make a saving in the number of Constables when the scheme comes into operation. We suggest that the possibility of economy in this direction be kept in view.

The Increase of Crime.

586. The reductions noted in the foregoing paragraphs in the personnel of a Department which spends nearly 4 millions rupees—three-quarters of which is on Personal Emoluments—might appear very small. After a thorough investigation of the Department and prolonged examination of the Inspector-General of Police we have come to the conclusion that drastic retrenchment proposals in the case of the Police Department, under existing conditions in the country, might lead to a serious loss of efficiency and appreciable reduction in the services now rendered to the public. The strength and expenditure of the Police Department should be governed by the expansion and distribution of the population, by the state of crime and by the development of transport facilities. Moreover, once a Force has been established, it is not possible to economize by curtailing its duties, for those duties are imposed by law.

587. The Inspector-General of Police has brought to our notice the fact that the growth of crime since 1923, which is the first year for which actual crime figures are available, has been phenomenal. We indicate below the figures for 1923, 1930 and 1937:—

Grave Crime.	1923.	1930.	1937.
Total	6,156	12,265	14,673
Burglary	1,720	2,944	3,136
Cattle stealing	570	929	1,537
Theft over Rs. 20	1,472	2,701	3,136*
Robbery	296	1,031	1,219
Crimes of violence (murder, attempted murder, grievous hurt, and hurt with dangerous weapons)	1,837	3,873	4,624
Murder total only	206	299	326

The staff increases since 1923 are as follows:—

Officers .. .. .	..	..	6
Inspectors and Sub-Inspectors .. .. .	..	..	41
Sergeants .. .. .	..	..	30
Constables .. .. .	..	..	168

588. The greater part of Ceylon is still unpoliced, though colonization schemes, agricultural development and the facilities of modern transport are annually bringing about a wider distribution of the population. The demand for Police in the unpoliced areas has far exceeded the ability of Government to supply the necessary funds. If the strength of the Force in proportion to the increase in crime and population has been steadily deteriorating, the extra work which the Police have been compelled to shoulder owing to the rapid development of road transport has made the position still worse.

589. Further, since the year 1928 there has been a total increase of 5,716 cases of crime and, of this total, the year 1938 contributes 2,181. This means that the rise in crime in the single year, 1938, represents 42 per cent. of the total rise during the whole period of the past 10 years. This sharp increase is universal, though marked in the unpoliced areas of Eastern and North-Central Provinces and in the policed areas of Sabaragamuwa and Southern Provinces.

Additional Staff, 1939-40.

590. In the above circumstances, the Inspector-General of Police submitted an application, which was referred to us by the Treasury, for a further increase in staff during 1939-40, of—

Sub-Inspectors .. .. .	..	..	8
Sergeants	23
Constables	32

* Includes all thefts of bicycles regardless of values.

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in addition to the increases for 1938-39 already approved by the State Council, but held over pending our report. The total number (excluding staff posts) for both years is—

Sub-Inspectors	..	..	..	12
Sergeants	..	..	..	33
Constables	..	..	..	78

591. In view of the seriousness of the financial situation and the need for strict economy, the Inspector-General of Police has agreed to limit his proposals for both years to the following strength:—

Sub-Inspectors	..	..	..	8
Sergeants	..	..	..	25
Constables	..	..	..	38

distributed as follows:—

Province.	Total Strength asked for 1938-39 & 1939-40.				Strength Retained.				Strength cut.			
	S. II.	P. SS.	P. CC.	S. II.	P. SS.	P. CC.	S. II.	P. SS.	P. CC.	S. II.	P. SS.	P. CC.
Western Province	.. 3	.. 12	.. 47	.. 2	.. 10	.. 29	.. 1	.. 2	.. 18			
Colombo	.. 3	.. 12	.. 21	.. 2	.. 7	.. 1	.. 1	.. 5	.. 20			
C. I. D.	.. 1	.. —	.. —	.. 1	.. —	.. —	.. —	.. —	.. —			
Training School	.. 1	.. —	.. —	.. 1	.. —	.. —	.. —	.. —	.. —			
Fingerprint Bureau	.. 2	.. +5	.. -5	.. 1	.. +5	.. -5	.. 1	.. —	.. —			
Central Province	.. 1	.. —	.. 1	.. —	.. —	.. —	.. 1	.. —	.. 1			
Northern Province	.. —	.. 2	.. —	.. —	.. 2	.. —	.. —	.. —	.. —			
Northern Province (Nelliadi)	.. 1	.. —	.. 4	.. 1	.. —	.. 4	.. —	.. —	.. —			
Southern Province	.. —	.. 1	.. —	.. —	.. —	.. —	.. —	.. 1	.. —			
North-Western Province	.. —	.. —	.. 1	.. —	.. —	.. —	.. —	.. —	.. 1			
Eastern Province	.. 1	.. 1	.. 9	.. 1	.. 1	.. 9	.. —	.. —	.. —			
	13	33	78	9	25	38	4	8	40			

Other Charges.

592. *Sub-head 6, Uniform and Equipment—Rs. 172,700.*—The Inspector-General of Police has agreed to reduce the expenditure under this Sub-head by a sum of Rs. 16,300 in the 1938-39 Estimates and a similar amount in the 1939-40 Estimates. The reduction is to be effected by (a) limiting the issue of uniforms to Sergeants and Constables to 2 suits as in previous years—savings Rs. 15,000— and (b) by the issue per annum of 4 tins of polish instead of 6—savings Rs. 1,300.

It should be noted that with the reduction of the strength of the Force recommended in this report there should be a further corresponding reduction in this vote.

593. *Sub-head 12, Horses and Conveyances—Rs. 66,000:* (i.) *Forage Allowances.*—There are 10 officers who are in receipt of forage allowance at the rate of Rs. 80 per mensem. The Inspector-General of Police has agreed that the number of forage allowances can be reduced to 7 and the rate itself reduced from Rs. 80 per mensem to Rs. 70. The annual savings under this proposal will be Rs. 3,720.

(ii.) *Bicycles.*—A sum of Rs. 8,000 has been provided in the 1938-39 Estimates for the purchase of bicycles. Large sums appear to have been spent every year for the last few years on the purchase of bicycles.

The following are the figures:—

Year.	Amount. Rs.
1934-35 ..	.. 4,000
1935-36 ..	.. 4,000
1936-37 ..	.. 6,000
1937-38 ..	.. 6,000
1938-39 ..	.. 8,000 (provision)

The Inspector-General has agreed to restrict new purchases of bicycles to a number not exceeding 100 per annum.

594. *Sub-head 21, Grants—Rs. 7,500.*—We wish to refer only to the grant of Rs. 3,000 to the Society for the Prevention of Cruelty of Animals. The Acting Inspector-General of Police has stated in his Economy Programme that he was

"unable to see why the Government should subsidize to this extent a Society which receives very little support from the public". This question will be considered along with other Grants to Public Organizations.

Clerical Staff.

595. The provision in 1937-38 was 165 clerks; in the 1938-39 Estimates it is 167. The two new clerks are required for the proposed Negombo Office in addition to a clerk of the Finger Print Bureau to be replaced by a constable. We have recommended that an Office at Negombo should not be opened. The additional appointments would thus be unnecessary. The clerk of the Finger Print Bureau might, however, be replaced by a constable and the clerk's post suppressed.

596. With regard to the clerical staff in the Head Office and the Branch Offices, the Inspector-General has agreed to the following reductions:—

1 Clerk, Class II.	..	Correspondence Branch
1 Clerk, Class III.	..	Strength Branch
1 Clerk, Class III.	..	Servants' Registry
1 Clerk, Class III.	..	Depot Office
1 Clerk, Class I.	..	C. I. D. Office
1 Clerk, Class III.	..	Office of the Superintendent of Police, Colombo City
1 Stenographer	..	Office of the Superintendent of Police, W. P.

Savings.

597. The recommendations made by us are estimated to produce the following annual savings:—

Personal emoluments.—

	Rs.	Rs.
Salaries :		
1 Assistant Superintendent of Police	7,500	
Difference between the mean salaries of 7 Sub-Inspectors and 7 Sergeants who will replace the Sub-Inspectors	12,740	
1 Ground Sergeant, Police Training School	780	
32 Constables	14,784	
1 Orderly (Training School)	462	
9 Clerks :		
1 Class I.	3,630	
2 Class II.	3,720	
6 Class III.	5,040	
	<hr/>	
	12,390	
1 Stenographer	1,422	
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		50,078
Allowances :		
Rent allowance	1,500	
Other allowances, details of which appear in our Report on Salaries, Allowances, &c. :		
(i.) Allowance to Superintendent in charge of the House of Detention	600	
(ii.) Personal allowances for Drill Instruction	240	
(iii.) Special efficiency allowance to Sergeants and Constables	1,800	
(iv.) Allowance to senior clerks who give instructions to newly appointed junior clerks	100	
(v.) Plain clothes allowance	1,300	
(vi.) Boot allowance	1,458	
(vii.) Pundit allowance and language bonus	1,000	
(viii.) Allowance to Sergeant who acts as Magazine-keeper, Kandy	30	
(ix.) Personal allowance to labourer at Talaimannar	60	
	<hr/>	
		8,088
Other Charges.—		
Sub-head 2, Travelling—commuted travelling allowance of 7 Sub-Inspectors	2,100	
Sub-head 6, Uniform and Equipment	16,300	
Sub-head 12, Horses and Conveyances—reduction in forage allowance	3,720	
	<hr/>	
		22,120
		<hr/>
		80,286

Head 36.—Prisons.

598. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32	379,423	488,238	867,661
1932-33	374,313	529,311	903,624
1933-34	383,940	457,051	840,991
1934-35	399,496	405,944	805,440
1935-36	438,466	393,068	831,534
1936-37	446,655	395,650	842,305
1937-38	452,368	388,269	840,637
1938-39 (Estimated) ..	478,406	463,086	941,492

599. *Existing Staff.*—The staff, according to the Estimates for 1938-39, is as follows:—

Inspector-General of Prisons	1
Superintendents of Prisons :	
Grade I.	1
Grade II.	4
Superintendent of Training School for Youthful Offenders	5
Probationary Superintendent of Prisons	1
House Master in training as Assistant Superintendent of Training School for Youthful Offenders	1
Clerks :	
Class I.	1
Class II.	5
Class III.	6
Shroff : Class II.	12
Assistant Shroff	1
Jailers : Class I.	1
House Master	6
Jailers : Class II.	1
Assistant House Masters	22
Agricultural and Farm Instructor	2
Head Overseers	1
Vocational Instructors	36
Overseers	2
House Officers	35
Sub-Overseers :	
Class I.	11
Class II.	33
Class III.	39
Guards :	
Class I.	41
Class II.	—
Class III.	113
Bookbinder	362
Executioners	1
Peons	2
Hospital Orderlies	7
Cycle Orderly	13
Sweeper	1
Extra Guards*	1

600. *Increase in Staff.*—The increase in staff, as shown in the Estimates for 1938-39 and as compared with that recommended by the Select Committee of the State Council (Sessional Paper XXVIII.—1935), may be divided into two groups:—

- (a) Increase due to the proposed establishment of a Training School for Youthful Offenders;
- (b) Increase on the normal establishment.

* Amount provided .. Rs. 7,300.

601. *Training School.*—The increases in respect of (a) are the following:—

Superintendent	1
House Master in training as Assistant Superintendent	1
House Master	1
Assistant House Masters	2
Agricultural and Farm Instructor	1
Head Overseer	1
Vocational Instructors	2
Overseers	3
House Officers	11
Sub-Overseer	1
Peon	1
Hospital Orderly	1

This staff is meant to look after 100 youthful offenders in the initial stages of the School. It is substantially the same as that recommended by the Special Departmental Committee (Sessional Paper IX. of 1935). The Inspector-General stated that the School would be enlarged eventually to provide for a maximum population of 400 youthful offenders, but that the increase of staff to meet such expansion would not necessarily be proportionate to the present ratio.

602. The increase of staff of the Prisons proper, due to the normal growth of the establishment since the Select Committee's recommendations, is as follows:—

Jailer	1
Overseer	1
Sub-Overseers	4
Guards	7

603. We noticed that the increase of staff did not correspond to any increase in the prison population during the above period, but we were informed that it was due to "fresh commitments undertaken by the Department in respect of the establishment of a Training Centre for Prison Officers in Colombo, the provision of motor-van drivers and the addition of 8 officers to remedy the acute under-staffing in the Bogambara Prison." The Inspector-General has further reported that "it is a well recognized fact that the Prisons Department has been, and is seriously under-staffed in respect of disciplinary officers available for guarding and supervising prisoners." He has therefore strongly urged that any reduction in the prison population caused by either the establishment of the Training School for Youthful Offenders or the introduction of an extensive Probation System should not be made a reason for a corresponding reduction in the number in the minor disciplinary grades, but that the officers found surplus should be utilized to decrease the hours of duty of the existing staff. We have agreed to this provisionally, but would suggest that the situation should be reviewed by Government at the time when any substantial fall in numbers of the prison population takes place.

The Office of the Inspector-General of Prisons.

604. *Clerical Staff.*—Of the 12 clerks provided for in the Estimates for 1938-39, one Class II. clerk is attached to the Prison Industries Section and the other eleven are distributed as follows:—

	Classes.			Total.
	I.	II.	III.	
Chief Clerk	1	—	—	1
Establishment Branch	—	1	1	2
Prison Administration Branch	—	—	2	2
Remission, &c., Clerk	—	1	—	1
Financial Branch	—	1	1	2
Stores, &c., Clerk	—	1	—	1
Recordkeeper	—	—	1	1
Typist	—	—	1	1
	1	4	6	11

605. The Inspector-General of Prisons, in his Economy Programme, has made the following recommendations:—

- (a) The Chief Clerk to be replaced by a more senior officer of the Clerical Service to be designated "Financial and Office Assistant". This officer should possess good educational qualifications and experience in office routine. He should be given the necessary authority to deal with ordinary routine matters which devolve on a staff officer, and should be permanently attached to the Prisons Department.
- (b) One clerk in Class II. to be released.
- (c) One clerk in Class II. (Prison Industries Branch) to be replaced by a clerk in Class III.

We accept these proposals, subject to it being clearly understood that the Financial and Office Assistant should be a senior officer in Class I. or Special Class of the Clerical Service drawing his own grade salary. The officer should be attached to the Prisons Department for as long a period as is reasonably possible.

606. *The Shroff and the Assistant Shroff*—Consequent on the appointment of a "Financial and Office Assistant", the Inspector-General of Prisons has suggested that the two posts of Shroff and Assistant Shroff can be dispensed with. We agree.

Since there will be a responsible officer to take charge of the collections, it will not be necessary to send small remittances to the bank as frequently as at present. The officer whose duty it will be to take remittances to the bank, should be paid his travelling expenses at casual rates.

607. *Minor Staff*.—The Inspector-General has recommended the abolition of the posts of Binder and Sweeper which we accept.

The Office of the Superintendent, Welikade Prison.

608. *Clerical Staff*.—Disciplinary officers, viz., Head Overseers, Overseers, Sub-Overseers and Guards attend to all the clerical work of this office. These officers are used for disciplinary duties whenever necessary. We would, therefore, suggest no reduction in their strength.

Prison Industries.

609. At present the Inspector-General personally supervises the industrial undertakings of the Department. A special Departmental Committee appointed by the Home Ministry recommended, *inter alia*, the appointment of a Superintendent of Prison Industries for the reason that "the industrial work of the Prisons requires specialized knowledge, business experience, and far more time and greater care than the Inspector-General can afford to give." The duties of the Superintendent would be to supervise and co-ordinate all industrial employment in the Prisons, and to be responsible for all accounts under the Prison Industries Advance Account. The Inspector-General stated that unless such an officer is appointed he would be compelled to slow down the industrial activities of the Department, which would result in the unremunerative employment of a large amount of the labour available in the Prisons. We would, therefore, raise no objection to the creation of the post on a suitable salary scale which we shall recommend in our Report on Salaries, Allowances, &c. If, in the meantime, a retrenched officer, with the necessary experience and of the status of a staff officer, is available in any other Department, say the Public Works Department or the Railway, he may be selected to fill this post.

Probation System.

610. In spite of the explicit provision of Law, the Courts of Ceylon make practically no use of probation as an alternative to imprisonment, as there is no organised and efficient machinery to ensure that the probation orders of Court are strictly observed.

611. The Inspector-General has informed us that the most fruitful source of retrenchment and economy, so far as expenditure on the maintenance of prisons is concerned, will be achieved by the adoption of a large scale extension of the probation system together with the creation of a proper Probation Service. The case for the reorganization of the probation system and the creation, on a modest scale to begin with, of a Probation Service is stated in Sessional Paper IX. of 1935 (the Report of the special Departmental Committee on the Treatment of Prisoners). On the direction of the Minister of Home Affairs the Inspector-General of Prisons has prepared a scheme to give effect to the recommendations relating to probation made therein, and these recommendations have been accepted by the State Council in principle and ratified by the Governor. The scheme involves (a) the promulgation of new legislation on the lines of the English Act modified to suit local conditions and the substitution of a comprehensive Probation of Offenders Ordinance for the empirical and inadequate provisions of Chapter XXVI. of the Criminal Procedure Code, (b) the drawing up of a set of statutory Probation Rules, and (c) the creation of well organized and trained executive machinery by the establishment of a small Probation Service as a branch of the Prisons Department. An outline of the practical scheme in respect of (c) which requires a reorganization of the existing Departmental machinery to meet its greatly increased functions in this connection would be as follows:—

- (1) The Department to be known as the Department of Prison and Probation Services and the designation of the Head thereof to be changed to Commissioner of Prison and Probation Services.
- (2) (a) The present post of Superintendent of Prisons, Grade I., to be redesignated Assistant Commissioner of Prisons, and
(b) the proposed post of Superintendent of Probation (or Chief Probation Officer as referred to in the Sessional Paper) to be designated Assistant Commissioner of Probation.
- (3) The appointment of 5 salaried Probation Officers (2 for Colombo, and 1 each for the Western, Central and Southern Provinces) and the provision of not less than 2 unsalaried Probation Officers for each Judicial District, who will function under the control of, and as Assistants to, the salaried officers in Colombo and the Western, Central and Southern Provinces and who, in other Judicial Districts, will for the present come directly under the Assistant Commissioner.
- (4) The provision of an additional post as Superintendent of Prisons, Grade II., to take the place of the redesignated post of Assistant Commissioner of Prisons.
- (5) Moderate provision for office equipment, minor staff, stationery, travelling expenses, &c.

Each group of one salaried Probation Officer with two unsalaried Assistants will be able to deal with a case-load of about 150 probation cases per annum. The gross annual cost of maintaining a prisoner in prison custody is approximately Rs. 205. It is anticipated that, while the cost of the scheme outlined very briefly above, if accepted and put into effect, is not likely to be more than Rs. 45,000, it would be possible, in the course of a few years, to reduce the daily average prison population from about 4,300 to 3,000. By the concentration of such reduced population in the seven large institutions at Welikada, Colombo Remand, Mahara, Bogambara, Kandy Remand, Jaffna and the Training School for Youthful Offenders and the closure of the six smaller prisons at Hulftsdorp, Negombo, Galle, Anuradhapura, Badulla and Batticaloa, an annual saving of about Rs. 250,000 (or a net annual saving of about two lakhs) could be effected in the cost of prison maintenance. Such saving could still be further increased progressively in proportion to the extent to which probation is applied more widely. Having regard to the large proportion of the present-day prison population which consists of persons convicted of non-criminal or statutory offences,

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it is anticipated that in course of time the annual admission rate of convicted prisoners could be brought down from about 15,000 to the level of about 9,000.

612. It will be noticed that probation is not likely to affect the larger prisons to any appreciable extent, owing to the concentration there of the remaining population. The main reduction in staff will be in the grades of Jailer, Overseer and Guard and none in the grade of Superintendent.

613. In a memorandum which the Inspector-General submitted to the Treasury in October, 1938, he proposed the following details of staff changes and additions to existing cadre with the new salary scales which he considered appropriate for each.

A.—Personal Emoluments.

Nature of Posts.	Proposed Salary Scale.	Initial Increase in Cost. Rs.
(a) Inspector-General of Prisons to be redesignated Commissioner of Prison and Probation Services	<u>£1,200 to £1,550</u> £50	2,400
(b) Superintendent of Prisons, Grade I., to be redesignated Assistant Commissioner of Prisons	<u>£650 to £860</u> £30	450
(c) Officer to be recruited from English Probation Service as Assistant Commissioner of Probation on agreement for a period of years	<u>£650 to £860</u> £30	9,750
(d) Locally recruited Probationer to be trained under and to succeed the officer at (c) after expiry of agreement	Rs. 3,000 per annum while under training and on appointment as Assistant Commissioner of Probation on <u>Rs. 7,800 to Rs. 10,200</u> 8 of Rs. 300	3,000
(e) Locally recruited Prison Probationer to take the place of the officer at (b)	Rs. 2,400 to Rs. 3,000 and on appointment as Superintendent of Prisons after two years on <u>Rs. 4,200 to Rs. 7,500</u>	2,400
(f) 5 locally recruited salaried Probation Officers	10 of Rs. 240 and 3 of Rs. 300 Each on Rs. 1,260 for 3 years and thereafter to Rs. 2,708 by increments of Rs. 84 <u>Rs. 720—2,448</u>	6,300
(g) 1 Class II. Clerk-typist	Rs. 108. <u>Rs. 300—Rs. 444</u>	720
(h) 1 Peon for officer at (c)	Rs. 6 <u>Rs. 300 to Rs. 420</u>	300
(i) 3 Cycle Messengers	Rs. 6	900
Total of Personal Emoluments initial increase ..		26,220
B.—Travelling, out-of-pocket expenses to salaried and unsalaried Probation Officers, inspections by Commissioner and Assistant Commissioner, &c. ..		5,000
C.—Payments to Probation Officers and for maintenance of probationers ..		8,000
D.—Cost of Typewriters, Stationery, &c. ..		1,500
E.—Cost of furniture, office equipment, &c. . .		4,300
F.—Cost of incidental expenses		220
Total ..		19,020
Total Estimated Cost ..		45,240

614. We accept, in principle, all the staff changes and additions referred to above. The question of salaries to future entrants will be dealt with in our Report on Salaries, Allowances, &c.

Savings.

615. The reductions recommended are estimated to produce the following annual savings:—

Personal Emoluments.—

	Rs.	Rs.
Salaries :		
1 Clerk, Class II.	1,860	
Difference between the salaries of 1 clerk, Class II., and 1 clerk, Class III.	1,020	
1 Shroff	3,000	
1 Assistant Shroff	537	
1 Binder	570	
1 Sweeper	276	
	7,263	
Less difference between the salaries of the proposed Financial and Office Assistant and the Chief Clerk in Class I.	1,370	
	5,893	
Allowances :		
Rent allowance	500	
Other allowances details of which appear in our Report on Salaries, Allowances, &c. :—		
(i.) Good Conduct allowance	943	
(ii.) Boot allowance	225	
(iii.) Allowances to Learner Guards	720	
(iv.) Allowances to male nurses	1,680	
	4,068	
		9,961

Head 37.—Government Analyst.

616. The following is the cadre of the Department as appearing in the 1938-39 Estimates, compared with the recommendations made by the Select Committee of the State Council in Sessional Paper XXVIII. of 1935:—

	1938-39. Estimates.	Select Committee.
Analyst	1	1
Deputy Analyst	1	1
Assistant Analysts and Probationers	5	6
Medico-Legal Officer	—	1
Assistant Analyst for Document work	1	1
Sub-Assistants	2	—
Clerks :		
Class I.	1	1
Class II.	1	—
Class III.	2	3
	4	4
Laboratory Attendants :		
Grade I.	2	2
Grade II.	5	5
	7	7
Peons	3	3
Watchers	2	2
Laboratory Cleaners	2	2
Cycle Orderly	1	1

617. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39.

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	57,303	4,521	61,824
1932-33	55,823	8,143	63,966
1933-34	53,862	9,488	63,350
1934-35	51,916	11,809	63,725
1935-36	61,653	16,034	77,687
1936-37	62,219	17,673	79,892
1937-38	58,711	13,747	72,458
1938-39 (Estimated)	70,679	15,290	85,969

618. In 1933, the Department of the Government Analyst employed on the Technical side a staff of 1 Analyst, 1 Deputy Analyst and 4 Sub-Assistants. We understand that with the rapid increase of work, mainly for other Government Departments and Local Authorities, there was a complete reorganization of the Department by the suppression of the posts of Sub-Assistants and the creation of a grade of trained chemists, designated Assistant Analysts, who take responsibility for their work and are capable of giving evidence in a Court of Law. The Select Committee of the State Council adopted this scheme of reorganization. The Government Analyst informed us that the post designated Medico-Legal Officer in the approved cadre has been suppressed and in its place a post of Chemist (Assistant Analyst) has been created, as that portion of the work which required attention by a qualified medical officer has been passed on to the Judicial Medical Officer. Of the two officers in the obsolete Sub-Assistants' grade, one is in training in England preparatory to his appointment as an Assistant Analyst. With this appointment, the number of Assistant Analysts will become 6, the figure approved by the Select Committee of the State Council. We suggested to the Government Analyst the suppression of the post of the remaining Sub-Assistant when he retires shortly on reaching the age limit. He has found himself unable to accept this suggestion owing to the increase of work (present and prospective). He has, however, agreed to replace the Sub-Assistant by a Laboratory Assistant, instead of by an Assistant Analyst. We accept this. The post of Laboratory Assistant may be placed in Grade III.

619. *Clerical Staff.*—There are 4 clerks, 1 in Class I., 1 in Class II. and 2 in Class III. The Government Analyst has agreed with us that the post of Chief Clerk, now held by a Class I. officer, can be reduced to Class II. status.

We consider that there is not sufficient work in this office for 4 clerks, and recommend that the number be reduced to 3. The bulk of the work consists of registration of productions sent for analysis and the typing of reports. This work accounts for about $1\frac{1}{2}$ clerks. The remainder of the clerical work consists in the preparation of indents, vouchers, accounts, &c.

We recommend that, of the three clerks proposed, 2 should be typists in Class III. of the Clerical Service and 1 a clerk in Class II. of the Clerical Service acquainted with accounts and Government procedure. The Government Analyst has agreed to work with 3 clerks until additional technical work reflects an appreciable increase in clerical work.

620. *Minor Employees.*—In addition to 7 laboratory attendants and 2 laboratory cleaners, there are 3 peons and 1 cycle orderly. We consider that 1 peon can be released without causing any inconvenience to the office.

621. *Laboratory Expenses (Sub-head 4)*—Rs. 11,000.—The Government Analyst has suggested the reduction of the amount provided under this sub-head by Rs. 500.

622. *Savings.*—The reductions recommended by us are estimated to produce the following savings:—

Personal Emoluments.—

Salaries :	Rs.	Rs.
Difference between the salary of a Sub-Assistant and the salary of a Laboratory Assistant, Grade III.	..	2,630
1 Clerk, Class I.	..	4,260
1 Peon	312
		—————
		7,202
<i>Allowances, &c.—</i>		
Rent allowance	639
		—————
		639
<i>Other Charges.—</i>		
Laboratory Expenses	500
		—————
		500
		—————
		8,341

Head 38.—Zoological Gardens.

623. For administrative purposes the Zoological Gardens are placed under the Government Agent, Western Province. The staff provided in the 1938-39 Estimates for the Gardens consist of the following:—

Superintendent (temporary)	..	..	..	1
Cashier (do. )	..	..	..	1
Overseer (do. )	..	..	..	1
Animal Keepers (do. )	..	..	..	9
Head Gardener (do. )	..	..	..	1
Gardeners (do. )	..	..	..	6
Carpenter (do. )	..	..	..	1
Water Labourer (do. )	..	..	..	1
Ticket Collector (do. )	..	..	..	1
Messenger (do. )	..	..	..	1
Night Watchers (do. )	..	..	..	2
Cook (do. )	..	..	..	1
Guide (do. )	..	..	..	1

Extra Labour:

- Fitter for 90 days at Re. 1.50 per diem;
- Three labourers to assist fitter at 75 cents per diem;
- Casual labour: 30 for 3 months at 75 cents per diem.

624. We recommend the following reductions in the above staff to which the Government Agent has agreed:—

- (i.) *Head Gardener:* This post carries a salary of Rs. 480. When the Gardens have been laid out, there should be no necessity for a Head Gardener for their maintenance. The post should be suppressed in 1940-41, by when, we understand, that the laying out of the Gardens will have been completed.
- (ii.) *Gardeners:* Of the 6 posts of gardeners, 2 are vacant. The 2 vacant posts should not be filled as long as unemployed labour is available for garden work.
- (iii.) *Ticket Collector:* If a suitable turnstile machine can be obtained at reasonable cost and installed at the entrance, it can be operated by the Cashier, and the post of Ticket Collector can be dispensed with.

625. *Allowance to Supervising Officer.*—Though an allowance of Rs. 1,200 per annum is provided in the 1938-39 Estimates, for the Secretary and Librarian of the Museum for supervising the Zoological Gardens, the allowance has been paid, at our request, at the reduced rate of Rs. 50 per mensem. The necessity for the continuance of supervision by the Secretary and Librarian of the Museum should be reviewed in 2 years' time, in the light of the circumstances then existing.

Other Charges.

626. *Food.*—A sum of Rs. 16,500 is provided for this purpose under Sub-head 2. We consider that the recurrent expenditure on this sub-head should be reduced gradually to about Rs. 10,000 per annum by adopting the following measures:—

- (i.) Reducing the purchases of Grain and Fodder by increasing their production in the Gardens;
- (ii.) Purchasing meat condemned for human consumption, but considered suitable for feeding animals at approximately 5 cents per pound. instead of meat which now costs approximately 12 cents per pound.
- (iii.) Regulating the number of animals, particularly those which are expensive to maintain; any excess should be exchanged, sold or otherwise disposed of.

627. *Maintenance and Improvements.*—We observe that repairs to cages and buildings, and construction of fences and new cages, &c., have been given out to private contractors by the Garden authorities. We consider that all such

items of work which are estimated to cost Rs. 100 and over should be entrusted to the Public Works Department. We understand that there is a Treasury ruling to this effect, in the case of the Museum Zoo.

628. *Advertising*.—Provision for advertising is included under Sub-head 7—Incidental Expenses. We consider that the Zoological Gardens are insufficiently advertised and we would suggest that the Gardens should be well advertised, with a view to attracting visitors.

629. *Purchase of Animals*.—A sum of Rs. 6,000 has been provided for this purpose in the 1938-39 Estimates under Sub-head 8—Improvements. Purchases of animals are also made out of funds available in the "Zoo Animal Exchange Account" which is built up out of proceeds from sale of animals, and other receipts from the Zoo, excluding Gate Receipts which are credited to General Revenue. The total expenditure on the purchase of animals, since the Zoological Gardens were taken over by Government, has been as follows:—

	Vote. Rs.	Zoo Animal Exchange Account. Rs. c.	Total. Rs. c.
1936-37 ..	297 0	1,210 22	1,507 22
1937-38 ..	4,911 75	473 28	5,385 3
1938-39 (for 8 months)	1,650 86	1,069 47	2,720 33

We consider that the vote for purchase of animals could be considerably reduced by arranging for exchanges of surplus animals with foreign Zoos. A system of exchange of surplus animals between Zoos exists even now. We recommend that advantage should be taken of it to a larger extent. The vote for the purchase of animals should be not more than about Rs. 3,000 per annum in the next few years. We anticipate that after the Zoo is well stocked, any additions required would be met by exchange.

Revenue from the Zoological Gardens.

630. A supplementary estimate for Rs. 35,000 for the purchase and management of the Zoological Gardens was passed by the State Council in June, 1936. The Minister of Home Affairs, in his observations on this supplementary estimate, stated: "If Government takes over the Gardens and runs them on a slightly more ambitious scale, but on economical lines, it is expected that the receipts will improve, and the annual charge which would fall on general revenue for maintenance of the Gardens in future years should not exceed Rs. 15,000". The Financial Secretary in his observations stated: "Government should not purchase the undertaking unless it considers that the maintenance of a Zoo is worth to the Island an annual expenditure in perpetuity of at least Rs. 15,000". We think that the least the Government should do now is to make a determined effort to bring down the annual charge on General Revenue to the estimated sum.

The results of working the Zoological Gardens, since they were taken over by Government, are as follows:—

	Receipts. Rs.	Expenditure. Rs.	Charge on General Revenue. Rs.
1935-36 ..	3,112	34,898	31,786
1936-37 ..	14,732	44,810	30,078
1937-38 ..	15,000	51,692	36,692
1938-39 (6 months)	6,672	17,070	10,398

It will be observed that the annual charge on General Revenue has so far been considerably in excess of the estimated figure of Rs. 15,000. In the preceding paragraphs we have made certain recommendations for reduction in recurrent

annual expenditure; our proposals for increasing the revenue derived from the Gardens are discussed below:—

(i.) *Gate Receipts*: The existing rates are as follows:—

Sundays	..	..	..	10 cents per head
Other days	..	..	..	25 cents per head
Children	..	..	..	5 cents per head on all days
Cars	..	..	..	25 cents a car in addition to above charges for occupants
Elephant and Pony Rides	..	..	..	10 cents

We are informed that the existing rates are capable of being raised with a view to increasing revenue. We do not see any justification for the lowering of the rates on Sundays; on the other hand, we understand that in most Zoos of the World, specially high rates are charged on Sundays. In Ceylon, we would suggest a higher rate for Sunday afternoons only, as that is the most popular time for the well-to-do classes to visit the Zoo, and the drop in numbers resulting from the high rate of admission will be more than counterbalanced by the increased takings. A week day should be set apart for specially reduced rates. Accordingly, we suggest the following revised rates:—

All days except Sundays and Fridays	..	..	..	25 cents per head
Sundays : 8 A.M.—2 P.M.	..	..	..	25 cents per head
After 2 P.M.	..	..	..	50 cents per head
Fridays	..	..	..	10 cents per head
Children under 12	..	..	..	5 cents per head on Fridays and 10 cents per head on other days
Cars	..	..	..	25 cents a car in addition to above charges for occupants
Elephant and Pony Rides	..	..	..	10 cents

(ii.) *Refreshment Pavilion*.—The refreshment pavilion has been leased out on the basis of a 10 per cent. commission on the gross takings. Apart from the fact that the revenue derived by Government from this source is not satisfactory, a certain amount of dissatisfaction is also caused by the charges made for refreshments at the pavilion being excessive for the average person visiting the Gardens. We recommend that, when the existing lease expires, tenders should be invited for the right to sell refreshments at the present Pavilion at a fixed price, and that there should also be a Second Pavilion at which refreshments could be obtained at a much cheaper rate.

(iii.) *Membership Schemes*: The desirability of forming a membership scheme, which, while conferring certain privileges on the members, would popularize the Gardens and cause an increase in the Revenue, was brought to our notice. We understand that such membership schemes in relation to Zoological Gardens exist in other parts of the world and are being run with considerable success. We agree that a properly organized membership scheme is likely to prove beneficial both to the local Zoological Gardens and to the members. In return for an annual payment or one subscription for life, a member, his wife, and children should be entitled to free entrance on all days. Members should also have a voice in the management of the Gardens through two or three of their representatives appointed to the Zoo Committee. The details of the scheme should be worked out by the Zoo Committee after obtaining particulars of similar schemes elsewhere.

631. *Accounts*.—At present no proper accounts showing the annual working results of the Gardens are available. We recommend that, in future, an Income and Expenditure Account for the financial year and a Balance Sheet as at September 30 each year should be prepared.

632. *Museum Zoo*.—We have examined a proposal to transfer the collection of live animals and birds in the Museum Zoo to the Zoological Gardens. We do not recommend the transfer for the reason stated in our report under Head 71, Colombo Museum.

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633. *Savings.*—The savings resulting from our recommendations are estimated at Rs. 4,350, arrived at as follows:—

Personal Emoluments:

	Rs.	Rs.
Salaries:		
1 Head Gardener	480	
1 Ticket Collector	270	
	750	750
Allowances:		
Allowance to the Supervising Officer (<i>vide</i> paragraph 625)	..	600
Other Charges.—		
Purchase of animals .. .. .	..	3,000
		4,350

Summary of Savings.

634. The following is a summary of the savings effected in the Departments under the Executive Committee for Home Affairs:—

	Rs.
Provincial Administration	167,212
Excise Department	162,835
Police	80,286
Prisons	9,961
Government Analyst	8,341
Zoological Gardens	4,350
	432,985

CHAPTER VIII.

THE COMMITTEE FOR AGRICULTURE AND LANDS.

635. The following is a comparative statement of the expenditure of all the departments under the Committee for Agriculture and Lands in 1931-32 and 1937-38:—

	Expenditure in 1931-32.			Expenditure in 1937-38.		
	Personal Emoluments.	Other Charges.	Total.	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Minister of Agriculture and Lands ..	34,101..	3,006 ..	37,107..	48,685..	3,981..	52,666
Commissioner for Development of Agricultural Marketing ..	— ..	— ..	— ..	60,840..	157,840..	218,680
Land Commissioner ..	84,918..	3,323..	88,241..	71,607..	91,805..	163,412
Land Settlement Department ..	326,398..	86,000..	412,398..	355,035..	90,102..	445,137
Survey Department ..	2,572,692..	765,979..	3,338,671..	2,444,020..	733,750..	3,177,770
Department of Agriculture and Veterinary Department ..	541,503..	370,590..	912,093	719,015..	982,788..	1,701,803
Forest Department ..	113,066..	125,522..	238,588			
Registrar of Co-operative Societies ..	579,957..	400,115..	980,072..	451,082..	206,269..	657,351
Irrigation Department ..	103,269..	62,682..	165,951..	130,007..	80,519..	210,526
Irrigation Annually Recurrent ..	650,210..	196,433..	846,643..	754,105..	386,683..	1,140,788
Irrigation Extraordinary ..	— ..	304,474..	304,474..	— ..	371,169..	371,169
	— ..	281,668..	281,668..	— ..	679,418..	679,418
	5,006,114	2,599,792	7,605,906	5,034,396	3,784,324	8,818,720

The expenditure in 1937-38 of the departments under the Minister of Agriculture and Lands shows a net increase of Rs. 1,212,814 over that in 1931-32, of which Rs. 28,282 is due to increase in Personal Emoluments and Rs. 1,184,532 to increase in Other Charges. The increase in Personal Emoluments is due chiefly to the addition of the Department of Agricultural Marketing to this Ministry, normal increments to officers and small increases in cadre, which are dealt with under their respective Heads. The increase in Other Charges is due chiefly to increased activities in the Departments of Irrigation, the Land Commissioner and the Registrar of Co-operative Societies, and to the addition of the Agricultural Marketing Department. Reductions in expenditure have taken place in the Department of the Land Commissioner (Personal Emoluments), Survey and Forest Departments but these have, however, been offset by the increase in expenditure of the other Departments referred to.

Head 39.—Minister of Agriculture and Lands.

636. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32 ..	34,101 ..	3,006 ..	37,107
1932-33 ..	40,592 ..	2,950 ..	43,542
1933-34 ..	37,435 ..	3,257 ..	40,692
1934-35 ..	59,996 ..	4,035 ..	64,031
1935-36 ..	59,202 ..	3,589 ..	62,791
1936-37 ..	52,652 ..	4,202 ..	56,854
1937-38 ..	48,685 ..	3,981 ..	52,666
1938-39 (Estimated) ..	57,609 ..	4,600 ..	62,209

637. The staff attached to the office of the Secretary to the Minister of Agriculture and Lands is:—

Secretary, Civil Service, Class II.	..	1
Assistant to the Secretary, Civil Service, Class II.	..	1
Clerks: Class II.	..	2
Class III.	..	2
		4
Stenographers ..	..	2
Peons ..	..	2
Cycle Orderly ..	..	1

The Secretary reported that the Assistant Secretary did not have a full time job and that if the part-time assistance of another officer working in the same building could be secured, the Assistant's post could be suppressed. He discussed the matter with the Land Commissioner who agreed that it would be possible for one officer to perform the dual functions of Assistant Land Commissioner and Assistant Secretary to the Minister. We recommended the adoption of this suggestion and the suppression of the post of Assistant to the Secretary. With the concurrence of the Minister of Agriculture and Lands this recommendation has already been adopted by Government. This has resulted in an annual average saving of Rs. 6,200.

Head 40.—Commissioner for Development of Agricultural Marketing.

638. In the report presented to the State Council on the problem of Marketing produce grown in Ceylon, which recommended the formation of a Department for Marketing, it was stated that the permanency of the Department would depend on the results achieved. It was, however, anticipated that this permanency would be assured because the establishment of a marketing organization would give such a stimulus to the development of agricultural production as to bring about new conditions which would require the continued services of its expert marketing staff.

639. The Marketing Department was started in January, 1935.

We give below a comparative statement of the expenditure of the Department from its commencement to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1934-35	17,079 ..	4,958 ..	22,037
1935-36	31,155 ..	41,311 ..	72,466
1936-37	44,179 ..	47,066 ..	91,245
1937-38	60,840 ..	157,840 ..	218,680
1938-39 (Estimated) ..	66,036 ..	64,200 ..	130,236

640. We have no doubt that the Minister of Agriculture and Lands is watching very closely the results of its working. In our discussion with the Minister he pointed out that the machinery was not yet available to the Department to carry out all its contemplated activities, e.g., Agricultural Quotas, Grading of Marketable Produce, Control of Produce Agents, Trade Marks, &c. We agreed with the Minister that it was not possible to forecast the future of the Department until the policy of the Legislature on these matters was ascertained and until it was known how Ceylon would respond to such progressive schemes as those referred to above which had proved successful in other countries. We would, however, suggest a specific examination of the working of the Department as soon as the Rice Mills already sanctioned have been completed and the whole business of the working of all the Government Rice Mills placed under a Manager. By this time the data should also be available of the operation of the proposed Schemes of Agricultural Quotas, Grading of Marketable Produce, Trade Marks, &c.

641. We desire to note however that, quite apart from what has been stated in the previous paragraph in regard to the future of the Marketing Department, we also examined whether the present requirements of the Ministry of Agriculture and Lands and the Ministry of Labour, Industry and Commerce could not be met more efficiently and more economically than at present by the amalgamation of the Agricultural Marketing Department with the Commercial Branch of the Department of Industries and Commerce. The Minister of Agriculture and Lands saw no objection to this proposal and agreed that greater co-ordination and considerable economy would result by internal and external marketing being placed under one officer. He did not think it necessary under such a Scheme for both sections to be placed under one Ministry. On the other hand he considered it

vital in the present state of development of agricultural produce that its marketing should be directly controlled by his own Ministry. We submit a recommendation on the subject of amalgamation under Head 65, Director of Commerce and Industries.

642. The recommendations that follow on which we have secured agreement with the Marketing Commissioner are therefore merely economies on the organization designed to meet existing activities. The Minister of Agriculture and Lands approves these recommendations but would like it specially noted that if the activities of the Department expand the cadre may have to be increased.

643. In the above circumstances, a comparison of the present or proposed staff with that settled by the Select Committee of the State Council in 1935 would serve no useful purpose. Our first discussions with the Marketing Commissioner were based on the staff shown in the 2nd Print of the Estimates for 1938-39, which was then in the Committee stage of the State Council. The staff was as follows:—

Commissioner for Development of Agricultural Marketing	..	1
Assistant Commissioner	..	1
Clerks, Class II	..	4
Class II (Railway)	..	1
Class III	..	5
Senior Marketing Officer	..	1
Marketing Officers	..	8
Managers	..	7
Cashier	..	1
Depot Managers	..	8
Depot Labourers	..	6
Peons	..	3
Motor Car Drivers	..	4
Motor Car Cleaners and Loaders	..	4
Labourers for the Old Town Hall	..	2
Conservancy Labourer for 'Ceylon Products'	..	1
Garage Attendant	..	1
Night Watchers	..	2

644. The staff eventually passed by the State Council (1938-39 Estimates) shows the following reductions which, we understand, were proposed by the Commissioner for Development of Agricultural Marketing and which formed part of his economy programme:—

Marketing Officers	..	2
Manager, Commercial Branch	..	1
*Manager, Government Rice Mills, Anuradhapura	..	1
*Manager, Government Rice Mills, Batticaloa	..	1
*Manager, Government Rice Mills, Ambalantota	..	1
Cashier	..	1
Depot Manager	..	1

645. After subsequent discussions with the Commissioner we have reached an agreement with him for the following further reductions in the staff of his Department:—

Marketing Officers	..	2
Motor Car cleaner and loader	..	1

With regard to the additional post of Depot Manager, the Commissioner stated that the recruitment of an officer to fill it would depend on the progress made with the egg-grading and marketing business, a start on which, however, would be made with the existing staff of the Department.

646. *Assistant Commissioner.*—The provision in the Estimates for an Assistant Commissioner is in the scale Rs. $\frac{2,700}{3,600}$ —240—Rs. 6,000. It appears that

when the post was advertised on this scale no suitable candidate applied for it and the scale is, therefore, considered to be inadequate to attract a good man. The office is now held by a junior officer in Class II. of the Civil Service. The Commissioner, with whom we discussed the matter at an early stage of our proceedings, was of the opinion that when a Manager for the Rice Mills was appointed

* Paid from the Rice Mills Advance Account.

the services of an Assistant Commissioner would not be required, but we were not convinced that an Assistant Commissioner was necessary under the then existing circumstances. We thought that, for the time being, a Class I., or Special Class officer of the Clerical Service might be attached to the Department under the designation "Secretary"; that this officer might be vested with the authority and responsibility which an Office Assistant of a Kachcheri possesses as regards checking accounts, dealing with routine matters and signing letters for the Head of the Department, etc.; and that the post of Assistant Commissioner could be suppressed. The Commissioner had no objection to this arrangement at the time of our inquiry, but he later represented to us that new items of work were about to be added to the activities of the Department, particularly as a result of the introduction of the Quotas Ordinance and the National Mark Act and that the services of an Assistant Commissioner were required for some time longer. We have no objection therefore to the present arrangement, whereby a Class II. Civil Servant holds the post of Assistant Commissioner, being continued for the financial year 1939-40. The necessity of retaining this post should be reviewed after the appointment of a General Manager for the Mills or after any other arrangement has been introduced for working the Rice Mills. Meanwhile, the proposal to appoint a Secretary for the Department may be held in abeyance.

647. *Clerical Staff.*—The clerical staff as shown in the 1938-39 Estimates consists of 10 clerks (5 Class II, including a Railway Officer and 5 Class III.), while at the end of the financial year 1937-38 there were only 8 clerks (4 Class II. and 4 Class III.). Even that number was in excess of the actual provision in that year's Estimates by one Class II. clerk, who was taken in to deal with the Rice Mill accounts. We are not satisfied that the work of the Department justifies the employment of this number.

Chief Clerk.—This officer might in addition to his present duties, take over some of the main accounting work of the Department.

Accounting Clerks.—There are four accounting clerks (2 Class II. and 2 Class III.). The officer dealing with Rice Mill accounts will have enough to do when the proposed development in this branch of work takes place. Two Class III. clerks can cope with the remaining accounting and stores work. A Class II. clerk can, therefore, be released.

General Correspondence Clerks (1 Class II. and 2 Class III.).—These officers deal with various miscellaneous matters. It should be possible for their work to be re-distributed to enable the release of one officer but, in view of the probability of the activities of the Department increasing in the near future, we recommend no change in this section.

648. The net result of our recommendation will leave the following clerical staff for the office:—

	Class II.	Class III.	Total.
Chief Clerk	1	—	1
General Correspondence Clerk	1	—	1
Rice Mill Accounts Clerk	1	—	1
Accounts and Stores Clerks	—	2	2
Miscellaneous Clerks	—	2	2
	<u>3</u>	<u>4</u>	<u>7</u>

This distribution of work will lead to the release of one Class II. clerk from the strength of 8 clerks at the end of the financial year 1937-38. The additional posts asked for in the 1938-39 Estimates will not be required. If, however, the Quotas Ordinance for marketing of Agricultural Products becomes law, the Class II. clerk recommended for release may be retained. For the same reason the post of additional peon provided for in the current estimates need not be filled for the present.

649. *Other Charges*.—The Commissioner has agreed to make the following reductions under "Other Charges":—

	Ra.
Travelling—Sub-head 2 (irrespective of any reduction on account of our general recommendation that the travelling rates should be reduced)	750
Stationery, &c.—Sub-head 3:	
One bicycle	75
Furniture	1,075
Marketing information	200
Propaganda—Sub-head 5	1,000
Purchase of samples, &c.—Sub-head 8	1,000
	4,100

He has also proposed to transfer to Loan Funds, the following items now appearing under Head 40:—

	Ra.
Markets, Sale Depot and Rice Mill requisites—Sub-head 4—value of Rice Mill requisites and equipment	1,000
Purchase of 2 Lorries and a second hand Motor Car—Sub-head 16—value of 2 Lorries	13,000
	14,000

650. The staff of the Department proposed by us as compared with that appearing in the 2nd Print of the Estimates for 1938-39 is as follows:—

	Second Print of Estimates 1938-39.	Proposed.
Commissioner	1	1
Assistant Commissioner	1	—
Secretary	—	1
Clerks	10	7
Senior Marketing Officer	1	1
Marketing Officers	8	4
Managers:		
Old Town Hall Market	1	1
Intelligence Branch	1	1
'Ceylon Products'	1	1
Commercial Branch	1	—
Government Rice Mills, Anuradhapura, Batticaloa and Ambalantota	3	3*
Cashier	1	—
Depot Managers	8	7†
Depot Labourers	6	6
Peons	3	3†
Motor Car Drivers	4	4
Motor Car Cleaners and Loaders	4	3
Labourers for Old Town Hall	2	2
Conservancy Labourer for 'Ceylon Products'	1	1
Garage Attendant	1	1
Night Watchers	2	2

651. The annual savings that would be possible under our recommendations are estimated as follows:—

Personal Emoluments.—

	Ra.
Salaries:	
3 Clerks (2 Class II. and 1 Class III.), say	3,020
4 Marketing Officers	4,896
1 Manager, Commercial Branch	864
1 Cashier	477
1 Depot Manager	864
1 Motor Car Cleaner and Loader	300
	10,421
<i>Other Charges</i>	4,100
	14,521

* Paid from the Rice Mills Advance Account.

† One post not to be filled for the present.

Head 42.—Land Commissioner.

652. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	84,918	3,323	88,241
1932-33	82,986	33,449	116,435
1933-34	62,470	26,277	88,747
1934-35	71,168	13,296	84,464
1935-36	69,345	101,695	171,040
1936-37	67,146	72,916	140,062
1937-38	71,607	91,805	163,412
1938-39 (Estimated)	77,335	209,135	286,470

653. The establishment provided for this Department in the 1938-39 Estimates and that sanctioned by the Select Committee of the State Council in Sessional Paper XXVIII. of 1935 are as follows:—

	Estimates 1938-39.	Select Committee.
Land Commissioner, C. C. S., Class I., Grade I.	1	1
Assistant Land Commissioner, C. C. S., Class II.	1	1
Deeds Assistant	1	1
Clerks :		
Class I.	2	2
Class II.	4	3
Class III.	3	3
	9	8
Stenographer	1	1
Bookbinders, Deeds Branch	2	2
Peons	4	3
Bicycle Messenger	—	1
Sweeper	1	1

654. It will be observed that the 1938-39 establishment of this Department differs from that recommended by the Select Committee only in the following respects:—

- (i.) The number of clerks has been increased from 8 to 9.
- (ii.) The bicycle messenger has been replaced by a peon.

The increase in clerical staff was necessitated by the accumulation of large amount of arrears of land revenue in a number of Kachcheries, which it was decided by Government, should be carefully looked into by the Land Commissioner. The extra clerk was added to the establishment in April, 1936.

655. The Land Commissioner agreed that it would be possible to arrange for his Assistant to attend to a portion of the secretarial duties in the office of the Agricultural Ministry, releasing the Additional Secretary to the Minister for other duties. With the concurrence of the Minister of Agriculture and Lands this arrangement has already been given effect to.

656. In view of the fact that the work of this Department has tended steadily to increase since its establishment in 1931, the only reduction we recommend in the clerical staff provided in the 1938-39 Estimates is one Class III clerk. Owing to the Record Room of this Department being situated some distance from the main office, we were informed that it was necessary to station a clerk in the Record Room. The duties of this clerk are comparatively light and the Land Commissioner has agreed that by entrusting more clerical work to him and by re-distributing the other work it would be possible to reduce the number of clerks in Class III. from 3 to 2.

657. *Land Policy.*—The policy of the Government under the Land Development Ordinance, No. 19 of 1935, has been briefly stated by the Land Commissioner in the following communication which we consider it useful to quote in full:—

“ This Ordinance is designed principally to provide for the alienation of Crown land to peasants, small-holders, and Ceylonese of moderate means. The principles underlying it are explained in previous reports. Hitherto the only tenures have been free-hold and lease-hold, but a new tenure has been introduced in the new Ordinance. The principal features of this tenure are—

- (a) The owner is obliged to cultivate the land, or utilise it in some other way specified in the grant.
- (b) The owner is required to make a small annual payment to the Crown in perpetuity.
- (c) The land cannot be subdivided beyond the limit specified in the grant, or held in undivided shares smaller than the fraction specified.
- (d) The succession to the land is regulated by special rules designed to prevent the land from being subdivided.

An important purpose, however, of the Ordinance is to enable Government to take the initiative in disposing of Crown land. As a necessary preliminary, the Crown land in each village is “ mapped out ” and allocated to definite purposes in the following way: in the first place, an area is set aside for the needs of the State and the permanent village population. The next consideration is to reserve land for “ colonisation ” by persons who are unable to get land in their own villages and are prepared to move to localities where land is available. Land is then provided for alienation to and development by Ceylonese of moderate means. Any land remaining is made available for alienation to other persons, irrespective of their means or race. Once a village is mapped out, the Crown land in the villages can be disposed of without detriment to the interests of any section of the community ”.

658. The pursuance of this policy, which was actually in administrative force for some years prior to the passing of the Land Development Ordinance of 1935, has cast much additional work on the Kachcheries necessitating increase in clerical as well as staff officers. During the last ten years while land work has thus been steadily increasing, there have been as many as 8 Assistant Government Agents appointed to the various Kachcheries in addition to the normal sanctioned strength of staff officers. Many of these additional officers devote a considerable part of their time to land work. Moreover, Assistant Superintendents of Surveys have been appointed from time to time as “ Mapping-out Officers ” or “ Land Officers ” to perform functions which ordinarily come within the purview of Revenue Officers. There are at present 3 Assistant Superintendents of Surveys doing Revenue Officers’ duties, partly due to the existence, under our proposals, of surplus officers in the Survey Department. We were much concerned with a situation which appears to take it for granted that so many highly paid staff officers are necessary to administer a very simple land policy of Government. In this connection, it has to be remembered that there are dozens of Survey and Settlement Officers performing their special duties prior to bringing the land under development.

659. We have been considering a proposal, already referred to in our report on Kachcheries, that it should be possible for all the Assistant Government Agents and other Land Officers recently added to Kachcheries to be replaced immediately by three or four officers in Class II. of the Civil Service centrally controlled from Colombo and working in close co-operation with the Revenue Officers. We have broadly discussed the question with the Land Commissioner, but have not had the opportunity of a careful examination of all its implications with Revenue Officers. We can visualise many practical difficulties in the way of putting such a scheme into operation, yet we would submit the proposal as one to be kept in view should

the need for economy become even more pressing than it is now and should it become imperative to cut down the number of staff officers drastically without having to slow down the work of land development.

660. The above drastic proposal apart, we are unable to agree that the needs of land development under the existing system could not be met by fewer staff officers. We would recall here five of the general principles relating to economy laid down in our report on the Kachcheries.

- “ (a) Civil List Officers should confine themselves to the performance of duties commensurate with their pay, and greater use should be made of Chief Clerks and other senior clerks on minor executive and routine duties.
- (b) Chief Headmen should be entrusted with greater powers, *e.g.*, by granting them greater responsibility in connection with the holding of Land Kachcheries, the development of Village Settlements and Colonisation Schemes.
- (c) Trained Surveyors attached to Kachcheries should be withdrawn as the work turned out by them is not commensurate with their pay. Clerks in Class III., trained in the Survey Office, should replace the Surveyors.
- * * * * *
- (j) Assistant Government Agents should be authorised to deal direct, to a greater extent than is now done, with other Government departments instead of going through the Government Agents, save in important matters relating to general policy and to discipline.
- * * * * *
- (m) The Post Office should be used to a greater extent than at present for money transactions that now take place in the Kachcheries. ”

661. We are prepared to agree that the “ Mapping-out ” work and the holding of “ Land Kachcheries ” are sufficiently important to be done by officers of the Civil Service or Civil List status, though we think that in areas where land is not scarce even this work may be done by Chief Headmen. We are, however, strongly of the opinion that once the land has been allotted to either peasant, small-holder or Ceylonese of moderate means under a village expansion or small colonization scheme, the entire supervision on the spot of the progress of the development of the land and its cultivation, the recovery of revenue and the direct payment into the allottee’s hands of the various grants of small sums he may be entitled to from time to time, should be left in the hands of officers of lower grade under the general control of Revenue Officers. In the case of particularly large Colonization Schemes involving much Government expenditure the Minister may direct periodical visits by a staff officer of the Kachcheri. In any case, Revenue Officers will, of course, hold personal inquiries or make surprise inspections at their discretion, but there should be no hard and fast rule that minor duties should be performed by them in person.

662. Subject to the above general observations, we would suggest the following procedure in regard to land development:—

- (i.) *Preparation of Land and Cultivation.*—This is not work which should be directly supervised by a Civil Servant or, for a matter of that, by a Chief Headman under ordinary circumstances. It should be possible to find a cheaper grade of officer with agricultural knowledge and experience, whose cost of travelling would be small, to attend to this work.
- (ii.) *Special Instructions.*—Special instructions for soil protection, rotation of crops, suitability of certain crops for special areas, building of houses and latrines, cover crops, manures, &c., should be available in print in a handy form and easily understandable by the peasant as well as by the officers immediately in charge of the supervision of cultivation.

- (iii.) *Measuring up work for payment of Grants to Colonists.*—In the absence of any senior supervising officer, this duty should be entrusted to Chief Headmen on whose certificate payment should be made.
- (iv.) *Mode of payment of Grants.*—Wherever possible, money orders taken out by the Kachcheri in the name of the grantee should be sent to him by post or delivered through the Chief Headman. It may be found cheaper and quite satisfactory in some cases to send out an Assistant Shroff or responsible clerk from the Kachcheri to make payments at stated intervals. Where such methods are not practicable, the Chief Headman may be directed to make the payments in person.

We have no doubt that if the above proposals are adopted, there will be a considerable cheapening of the cost of land administration: the actual extent of this cheapening can hardly be estimated in cash value at this stage.

663. *Savings.*—The reduction of a clerk in Class III., agreed to by the Land Commissioner will result in an annual saving of Rs. 840. In our Report on Salaries, Allowances, &c., we recommend the discontinuance of the Special Allowance of Rs. 1,200 to the Colonization Officer, Minneriya Development Scheme. The total savings which will accrue as the result of our recommendations will be Rs. 2,040 per annum.

Head 43.—Land Settlement Department.

664. The task of administering the Waste Lands Ordinance of 1897 was for some years entrusted to one Special Officer only. He dealt with large blocks of waste lands shown in the village plans and left the completion of the settlement of the village to the Revenue Officers. It was soon found that this dual system was slow and unsatisfactory, and that the best results would be obtained by entrusting the whole work of settlement to a special department, instead of leaving a portion of it to be dealt with by Revenue Officers, who were already overburdened with multifarious duties. The Land Settlement Department was accordingly constituted in 1903 and a new system of settling all claims village by village on Block Survey Preliminary Plans was adopted.

The Waste Lands Ordinance was passed to enable the Government to cope with the enormous encroachments which were being made on Crown land held by it in trust for the community. In a country where claims to lands are so complex and often so doubtful in character, the task of the Settlement Officer is no easy one. The present system of settlement has slowly been built up by the experience of years of work. The Land Commission went into the whole question of settlement work with great thoroughness and stated the possibilities of usefulness behind its scheme of work. Nevertheless, the fact that Revenue Officers have power within their districts to exercise the functions of a Settlement Officer has prompted the proposal that the Settlement Department may be abolished and its work handed back to the Revenue Officers. We do not think that there are any advantages to be gained by adopting the proposal either from a retrenchment or from an administrative point of view. The suggestion was even made that the complete closing down of the whole work of land settlement for a time would not cause much harm to the country. On this question we have to accept the view of the Ministry of Agriculture and Lands, which agreed with the considered finding of the Land Commission, that the results of Land Settlement were of great benefit to the country as a whole and that the settlement of private claims and the definition of Crown rights led to the opening up and proper development of land. Moreover, without the previous settlement of claims, colonization and irrigation schemes cannot be taken up in any selected area.

665. The Settlement Department does not lack critics. Its work has been adversely commented on from different angles at different times of its history, but the one persistent note of criticism throughout its existence has been that it moves too slowly and that the long-looked-for date of its winding up after completing its appointed task is not in sight.

666. We have given this matter our very careful consideration. We realize that survey and settlement work are very closely connected and that the work of

settlement can only proceed *pari passu* with that of survey. Difficulties arise when there are insufficient plans to work on or insufficient staff to deal with the plans received. In 1913, at the request of Sir Henry MacCallum, proposals were put forward embodying a plan "to enable the settlement of the Island to be completed within, say, twenty-five years". The plan involved the gradual strengthening of the Survey and Settlement Departments to deal with an extent of 400,000 acres of Block Survey Plans and 200,000 acres of Topographical Plans, annually over a period of 20 years from the year 1918, but the idea of pursuing such an intensive campaign appears to have been dropped by Government. By the end of 1913, the Settlement Department had settled approximately 2,000,000 acres and in that year had six Assistant Settlement Officers and three Additional Assistant Settlement Officers. The War came in the following year and disorganized the work of the department. It is stated that the Settlement Department Staff suffered the greatest diminution in staff during the War. It was not till 1920 that the Government was again moved to consider a scheme for accelerating land settlement, "in view of the statements that are constantly being made that land development in the Colony is being retarded owing to lands being unsettled and unsurveyed". (*Vide* Sessional Paper XIX of 1920). As a result, an increase in the cadre of both Survey and Settlement Departments was proposed. But though the staff of the former department was in 1924 increased by 4 Assistant Superintendents of Surveys, no corresponding increase was made in the staff of the Settlement Department which soon found itself unable to keep pace with the work of the Survey Department. This lag it has still not been able to catch up. By 1922, the Settlement Department had settled nearly 3½ million acres. At the close of 1938 the acreage settled was a little over 6 millions.

667. From time to time speculations are made as to the period it will take to settle the whole Island. We realize that any attempt at estimating the number of years to complete the settlement of the whole Island on the basis of the average acreage settled per annum is largely guess-work and therefore of little practical value. The speed of settlement depends on the area selected for settlement operations and the nature of the claims dealt with. We are informed that no ready method can be devised of fixing an index of the amount of work which each Assistant Settlement Officer can do in a year. We have however the assurance of the Settlement Officer that the progress now being made is satisfactory and that from an inner knowledge of the working of the Department he is able to check and control the output of each individual Assistant Settlement Officer. We have thus no alternative to advising that the Department should be allowed to continue with its present organization.

We desire to note, however, the definite responsibility of the Settlement Officer to see that there is a reasonable output of work each year with a view to the completion of the work of settlement within as brief a period of time as possible.

668. For many years the complaint of the Department was that they were never allowed to proceed with their work undisturbed owing to constant changes in staff. There should be no room now for complaint on this score, as a number of Departmental Assistant Settlement Officers, who are non-transferable, have been appointed, in addition to 7 Assistant Settlement Officers from the Civil Service who will remain in the Department for fairly long periods.

669. *Cost of Survey and Settlement.*—The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	326,398	86,000	412,398
1932-33	335,279	72,064	407,343
1933-34	371,279	63,289	434,568
1934-35	381,583	63,753	445,336
1935-36	353,072	73,731	426,803
1936-37	337,159	74,894	412,053
1937-38	355,035	90,102	445,137
1938-39 (Estimated)	367,155	131,712	498,867

The Salaries and Cadres Commission thought (paragraph 162 of Sessional Paper XVI. of 1932) that every acre of land settled by the Department cost the taxpayer Rs. 126 inclusive of all expenses of survey. It is not clear on what data this conclusion was arrived at. The Settlement Officer submitted to us statements of accounts based on the Expenditure during 1932-33 and 1937-38 and the average extent settled during a period of 10 years and also during the whole lifetime of the Department, which indicated the probability that the cost of survey and settlement lay in the neighbourhood of Rs. 16 per acre.

670. *Economy by eliminating Circuits from Colombo as Headquarters.*—All Assistant Settlement Officers have Colombo as their Headquarters from which they travel to their different centres of operation. The Assistant Superintendents of Surveys are, however, directed from time to time to regard as their Headquarters certain centres at which suitable housing conditions are available. We do not see why the work of the Settlement Department could not be so arranged as to provide a concentrated amount of work for an Assistant Settlement Officer in a certain area, which may be the same as or smaller than a revenue district, for one year or more at a time. We recommend this proposal for consideration by the Department with a view to economy in the cost of travelling and other allowances.

671. The following is the staff provided for in the 1938-39 Estimates and that recommended by the Select Committee of the State Council in Sessional Paper XXVIII. of 1935:—

	1938-39		Select	
	Estimates		Committee.	
Settlement Officer, C.C.S., Class I., Grade II.	..	1	..	1
Assistant Settlement Officers, C.C.S., Class II.	..	7	..	14
Office Assistant, C.C.S., Class III	..	1	..	1
Assistant Settlement Officers	..	7	..	—
One Clerk in the Special Class employed as an Assistant Settlement Officer	..	1	..	—
Clerks :				
Special Class	..	2	1	
Class I.	..	3	3	
Class II.	..	27	26	
Class III.	..	49	45	
Clerk and Draughtsman, Class II.	..	1	—	
		82	75	
Draughtsmen :				
Special Class	..	1	1	
Class I.	..	4	1	
Class II.	..	2	5	
		7	7	
Process Writer	..	1	1	
Arachchi	..	1	1	
Kangany	..	1	1	
Peons	..	31	27	
Watcher	..	1	1	
Labourer	..	1	—	

672. *Assistant Settlement Officers.*—The Estimates for 1938-39 show provision for one officer in the Special Class of the Clerical Service who is employed as an Assistant Settlement Officer. This is in addition to the sanctioned cadre of 14 Assistant Settlement Officers. But one of the 7 posts of Assistant Settlement Officers, C.C.S., Class II., is on that account left unfilled.

673. *Office Assistant.*—An officer in Class III. of the Civil Service is attached to this Department as Office Assistant. There is also a Chief Clerk in the Special Class of the Clerical Service. We consider that the duties now performed by the Office Assistant can be assigned to the Chief Clerk and to the other senior clerks in the office. The Settlement Officer agreed to make arrangements to carry on the work without a Class III. C.C.S. officer for the present. We recommend that the post of Office Assistant be suppressed.

674. *Clerical Staff.*—The provision in the 1938-39 Estimates is for 82 clerks (including 3 new appointments)—2 in the Special Class, 3 in Class I., 28 in Class II., and 49 in Class III. One of the officers in the Special Class is at present acting as an Assistant Settlement Officer, and his place in the office has been taken by a temporary clerk. Fifteen of the clerical staff are employed on circuit as Interpreters and clerical assistants to the Settlement Officer and the 14 Assistant Settlement Officers.

The addition of 6 Assistant Settlement Officers to the cadre of the Department in 1938 necessitated the appointment of an equal number of clerks as Interpreters. These 6 clerks were drawn from the different branches in the office. The 3 new posts provided for in the 1938-39 Estimates are intended to replace only 3 of the clerks drawn from the branches in 1938. The work of the remaining 3 clerks drawn from the branches was reapportioned among the existing staff as a measure of retrenchment. The addition of 6 Assistant Settlement Officers has also had the effect of throwing a large volume of additional work on the clerical staff in the office. In these circumstances any appreciable reduction in the office staff is not at present practicable. We have discussed the matter with the Settlement Officer and, with his concurrence, make the following recommendations:—

- (a) One post of Clerk, Special Class, to be reduced to Class III. when the clerk now acting as Assistant Settlement Officer retires.
- (b) The new post of Clerk, Class II., to be suppressed, only the 2 new Class III. posts being filled.

675. *Minor Staff.*—Provision is included in the 1938-39 Estimates for 3 additional peons and 1 labourer. We have no objection to these posts being filled.

676. *Other Charges.*—The Settlement Officer has agreed to the following reductions in the annual expenditure under "Other Charges":—

Sub-head.	Provision 1938-39. Rs.	Reduction proposed Subsequent Years. Rs.
2. Travelling (irrespective of any reduction on account of our general recommendation that the travelling rates should be reduced)	87,489	7,489
3. Stationery	5,048	923
4. Tents and Camps	15,900	4,000 (from 1940-41)
5. Transport	16,000	—
6. Advertisements	4,000	1,000
7. Legal Expenses	2,500	500
8. Incidental Expenses	775	—

677. *Savings.*—Our recommendations are expected to produce the following savings:—

Personal Emoluments.—

	Rs.	Rs.
Salaries:		
1 Office Assistant, C.C.S., Class III.	6,600	
1 Clerk, Class II.	1,860	
Difference between the salaries of a clerk in the Special Class and a clerk in Class III.	4,160	
		12,620
Allowances:		
Rent allowance	1,160	
Other allowances details of which appear in our Report on Salaries, Allowances, &c. :—		
(i.) Duty allowance to Settlement Officers and Interpreters	9,600	
(ii.) Allowance to clerk who acts as Shroff	300	
(iii.) Allowance to clerk who attends to preparation of notices under Land Settlement Ordinance and to work in connection with reference cases	360	
(iv.) Allowance to the Arachchi for accompanying the Assistant Settlement Officers on circuit	30	
		11,450
<i>Other Charges</i>		13,912
		<u>37,982</u>

Head 44.—Survey Department.

678. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	2,572,692	765,979	3,338,671
1932-33	2,282,577	665,837	2,948,414
1933-34	2,210,809	599,455	2,810,264
1934-35	2,271,587	713,502	2,985,089
1935-36	2,314,852	735,487	3,050,339
1936-37	2,372,260	754,202	3,126,462
1937-38	2,444,020	733,750	3,177,770
1938-39 (Estimated) ..	2,436,411	792,750	3,229,161

679. The Department is organized into (a) Head Office, (b) Provincial Offices, (c) Survey Parties, and (d) Observatory.

HEAD OFFICE.

680. We give below the Head Office superior staff and that recommended by the Select Committee of the State Council in Sessional Paper XXVIII., 1935.

	1938-39 Estimates.	Select Committee
Surveyor-General	1	1
Deputy Surveyor-General	1	1
Assistant Surveyor-General	1	1
Superintendent of Surveys	2	1
Assistant Superintendent of Surveys	—	1
Superintendent, Instrument Department	1	1
Accountant	1	1
Office Assistant	1	1

We observe that the existing superior staff is the same as that recommended by the Select Committee with the exception that a Superintendent of Surveys has replaced an Assistant Superintendent.

681. *Assistant Surveyor-General.*—This officer ranks next to the Deputy Surveyor-General. He has under him the following branches:—

Block Surveys,
Settlement Surveys,
Field Books,
Field Sheets,
Title Plans and
Miscellaneous Branch.

The Acting Surveyor-General agreed with us that the block and Settlement Survey work might be attended to by a Superintendent of Surveys attached to the Head Office who could also be in charge of the Field Books, Field Sheets, Title Plans, and Miscellaneous Branches. We, therefore, recommend that the post of Assistant Surveyor-General be abolished when the post is vacated by its present holder.

682. *Superintendent, Map Publications.*—An officer of the status of a Superintendent of Surveys supervises the work of Map Publications, Process and Litho Branches, and the Topographical Surveys. The Acting Surveyor-General has agreed with us that the supervision of these branches might be carried out, in future, by an Assistant Superintendent of Surveys working under the direction of the Surveyor-General. We recommend that this be done and the post of a Superintendent of Surveys be abolished. The Assistant Superintendent selected for this post might be given a special training, if necessary.

683. *Superintendent, Instrument Department.*—This officer who is on a salary scale of £450 to £700 is in charge of the Instrument Repair Branch. The Acting Surveyor-General has agreed with us that the post of Superintendent of this

Branch should be placed on a lower scale of salary on the retirement of the present holder, and that early steps should be taken to train a suitable candidate for this post.

684. *Accountant.*—The work of this officer consists mainly of the supervision of the preparation of Pay Abstracts, the approval of travelling claims and miscellaneous vouchers, and the supervision of the bringing to account of these payments. He works under the supervision of the Deputy Surveyor-General. The Acting Surveyor-General agreed with us that this work does not require the services of an Accountant and should be attended to by a Senior Clerk working under the supervision of the Deputy Surveyor-General. We recommend the adoption of this proposal and the transfer of the Accountant, who is in Class IV. of the scheme for Accountants and Audit Officers, to some other Department.

685. *Office Assistant.*—This officer is in charge of the Correspondence Branch which is divided into three sections each of which is supervised by a Senior Clerk. Apart from the mere passing of papers, his work is confined to the signing of routine letters which might well be done by the Heads of Branches. We discussed with the Acting Surveyor-General the possibility of vesting this post with greater responsibility in order to justify its retention as it is the only staff appointment available to Clerical Service Officers of this Department. In view of the highly technical nature of the work of the Department we agreed with him that it was not easy to vest this post with work of any greater responsibility. The Acting Surveyor-General has, therefore, suggested that the post should be suppressed. We recommend that the post be suppressed when the present holder vacates it, unless the circumstances then existing justify its continuance.

686. *Head Office Staff.*—The staff organisation for the Head Office recommended by us and agreed to by the Acting Surveyor-General is as follows:—

Surveyor-General	..	..	..	1
Deputy Surveyor-General	..	..	..	1
Superintendent of Surveys	..	..	..	2
Assistant Superintendent of Surveys (Map Publications)	..	..	..	1
Superintendent, Instrument Department	..	..	..	1

687. *Officers-in-Charge of Rooms.*—We observe that there are five Grade I. Surveyors employed as Officers-in-Charge of Rooms at the Head Office. We understand that these posts arose as substitutes for the former R. E. Sergeants who maintained discipline amongst the clerical staff. The Acting Surveyor-General has concurred in our view that there is no justification for these comparatively highly paid field officers being retained in office merely for the purpose of maintaining discipline, which the Heads of Branches should be able to do. We have agreed with the Acting Surveyor-General that only two of these five officers need be retained to attend to technical duties at the Head Office.

688. *Clerical Staff.*—The existing strength of the clerical staff at the Head Office is 315, apart from 16 vacancies. The work of the various branches was examined by our Investigating Unit jointly with the Acting Deputy Surveyor-General, and the Acting Surveyor-General has agreed to a reduction of the number to 268 and to the suppression of the 16 vacancies. We give below the existing staff, the reduction recommended and the staff proposed.

	Existing Staff.	Reduction.	Proposed Staff.
Correspondence Branch	31	5	26
Accounts Branch	19	5	14
Block Survey Branch	44	5	39
Application Branch	76	15	61
Miscellaneous Branch	18	1	17
Map Sales Branch	6	1	5
Title Plan Branch	25	2	23
Field Sheet Branch	11	2	9
Mapping Branch	40	5	35
Process and Litho Branches	33	—	33
Stores Branch	12	6	6
Vacancies	16	16	—
	<hr/> 331	<hr/> 63	<hr/> 268

In arriving at these figures the necessary provision for leave, etc., has been made. We do not, however, bind the Surveyor-General to the above distribution of the posts for each branch. It may be varied as between the branches according to the fluctuation of the work so long as the total of the staff allowed for the Head Office is not exceeded.

689. *Minor Employees: (a) Peons.*—Of the 35 peons employed at the Head Office the Acting Surveyor-General has agreed that 7 could be dispensed with.

(b) *Assistant Mechanics.*—Of the 9 Assistant Mechanics at the Head Office, 1 is solely engaged in typewriter repairs. The Acting Surveyor-General agreed with us that this post could be suppressed if the typewriter repairs were done in the future at the Government Factory. We recommend the adoption of this proposal.

(c) *Assistant Storeman.*—The Acting Surveyor-General has agreed with us that this post should be suppressed when the present holder vacates it.

690. *Stores Branch.*—The Acting Surveyor-General accepted our view that the system of stores accounting could be much simplified and is taking the necessary steps to do so. He has also agreed that arrangements should be made for the issue of Forms and Books printed by the Government Press and medicines, etc., direct to indenting officers by the Government Printer and the Director of Medical and Sanitary Services respectively. He has undertaken to revise his Stores Regulations accordingly.

691. *Instruments Repair Branch.*—We observe that typewriter repairs are being carried out in this branch. For this purpose a stock of typewriter parts valued at approximately Rs. 2,000 is being carried. The Acting Surveyor-General has agreed with us that this branch should confine itself to repairs to theodolites and other Survey instruments, and that typewriter repairs should in future be carried out at the Government Factory where there is a fully equipped shop to deal with this class of work. He has also agreed to transfer the stock of typewriter parts to the Government Storekeeper for issue to the Government Factory.

692. *Process and Litho work.*—The Government Printer suggested the transfer to his Department of the Process and Litho work, as he has under him an officer who has received special training in this work. He considered that this arrangement would effect better co-ordination, greater increase of output and the maintenance of more efficient and economical control.

We have considered this suggestion in consultation with the Acting Surveyor-General and agree with him that the arrangement proposed by the Government Printer might cause a considerable amount of delay and inconvenience to the Survey Department, for whom over 95 per cent. of the work now performed by the Process and Litho Branches is carried out. We do not, therefore, recommend the transfer of the Process and Litho work to the Government Printer.

693. *Half-Tone Branch.*—The work done in this Branch is the preparation of Half-tone, line, and three-colour blocks, practically all of which are made for other departments. The cost of running this Branch is approximately Rs. 11,000 per annum. Our inquiries have shown that if the blocks now made by it were given out on contract to private firms it would cost Government less. The Acting Surveyor-General has, however, pointed out that the quality of the work turned out by his Department is very much superior to that of any local firm, but he has no objection to closing down this Branch, if satisfactory arrangements can be made to make the blocks required by other Departments. We suggest that the Treasury might, in consultation with the departments who require this kind of work, further examine the feasibility of giving the work out on contract to private firms and closing down the Half-tone Branch of the Survey Department.

PROVINCIAL OFFICES.

694. There are 8 Provincial Offices, at Colombo, Galle, Kandy, Kurunegala, Anuradhapura, Ratnapura, Badulla and Diyatalawa respectively. The work of these offices (except Diyatalawa) consists, broadly, in organizing the work in the respective provinces, issuing the work out to officers in charge of parties of surveyors or to individual surveyors working directly under the Superintendent

of Surveys, supervising these officers in their work, examining the plans sent in from the field and issuing stores and documents to field officers. The work at the Diyatalawa office is of a different character. It consists of Triangulation, Trigonometrical and Levelling work, and the running of a Training School which, in addition to training Survey Probationers and Surveyors, serves as a recess camp for field officers to complete their work on plans.

695. We were originally of the opinion that the duties carried out by the Provincial Offices, other than the one at Diyatalawa, could be carried out from the Head Office; and for this purpose we considered that three or four Superintendents stationed at the Head Office, each in charge of a different class of survey work, would prove a satisfactory and more economical method of supervision than the existing provincial organisation. The duties we had in mind for these officers were the organisation of the classes of survey work under their control in the different parts of the Island, the issue of work to the officers in charge of field parties, supervision of their work and the examination of the plans. The issue of documents and stores to the field would also be from the Head Office.

696. The Acting Surveyor-General, with whom we discussed the organisation referred to above, pointed out to us that the adoption of the proposed organisation is not advisable for the following reasons:—

- (a) That the amount of travelling involved would be considerable and that even then it would probably not be possible for each one of the Superintendents to inspect properly the work of his staff, as survey parties were scattered in all (some very inaccessible) parts of the Island.
- (b) that the presence of a Superintendent in the province thoroughly acquainted with local conditions constituted a valuable check, moral and official.
- (c) that at the moment a large proportion of his Assistant Superintendents were under 10 years in service and in need of advice and assistance from an experienced Superintendent.
- (d) that there would be delay in the preliminary examination of plans if these had to be sent to the Head Office for this purpose. The examination as now carried out in the Provincial Offices enabled plans to be examined expeditiously and referred back to the field, if necessary, for correction before the Survey party moved away from the job.

697. In these circumstances, we do not consider it advisable to alter, at the present time, the provincial organisation in the manner we contemplated. We have, therefore, agreed to accept the Acting Surveyor-General's proposal to retain the Diyatalawa Office and to reduce the number of provincial offices from seven to four.

These offices would be at—

Anuradhapura,
Kurunegala or Kandy,
Badulla, and
Galle

The four Divisional Offices will continue to exercise the same supervision as at present over technical work, but will be relieved of all work connected with stores and accounts.

The Acting Surveyor-General desires that it should be open to him to place a Superintendent or Assistant Superintendent on the sanctioned cadre in any one of the Divisions in charge of special work; this officer would perform the duties of a Divisional Superintendent in respect of that work. We see no objection to this proposal.

698. Each of the Divisional Offices will be in charge of a Superintendent of Surveys. We agree, provisionally, to the Acting Surveyor-General's recommendation that 3 Grade I Surveyors and 39 clerks should be allowed for all the 5 Divisional Offices (including Diyatalawa). But we suggest that when the new

scheme has been in operation for some time the volume of work in these offices should be investigated and the staff provisionally allowed by us should be re viewed.

With the reduction of the number of Provincial Offices there will be a cor- responding reduction in the number of minor staff.

SURVEY PARTIES.

699. *Supervision.*—The work of a Surveyor in the field is, directly supervised by either an Assistant Superintendent of Surveys or a Grade I. Surveyor who is designated " Officer-in-Charge of the party " when performing this duty. In a few cases the work is directly supervised by the Superintendent in charge of the province. The question of the number of Surveyors that could be reasonably supervised by a Grade I. Surveyor or an Assistant Superintendent of Surveys was discussed in detail with the Acting Surveyor-General. It was agreed that a Grade I. Surveyor should be able to supervise from 6 to 10 sur- veyors, a junior Assistant Superintendent from 4 to 6 and an experienced Assis- tant Superintendent of Surveyors from 10 to 14. The Acting Surveyor-General has agreed with us that the following field staff is sufficient to supervise the work of the 224 Surveyors in Grades II. and III. :—

Grade I. Surveyors	..	..	..	..	9
Junior Assistant Superintendents	..	..	..	..	5
Senior Assistant Superintendents	..	..	..	..	10

The employment of the full number of Grade I. Surveyors in supervising work will depend on suitable jobs being available for them. But in any event they should be employed on field work.

General.

700. We state below our recommendations relating to Superintendents of Sur- veyors, Assistant Superintendents of Surveys, &c., which have been agreed to by the Acting Surveyor-General.

(a) *Superintendents of Surveys.*—The number to be reduced from 9 to 7 and distributed as follows :—

In Divisional Offices	..	..	..	..	5
In Head Office	..	..	..	..	2
					<u>7</u>

(b) *Assistant Superintendents of Surveys.*—The number to be reduced from 28 to 20 and distributed as follows :—

In charge of parties	..	..	..	..	15
In Head Office	..	..	..	..	1
Leave Reserve, &c.	..	..	..	..	4
					<u>20</u>

(c) *Surveyors, Grade I.*—The number to be reduced from 19 to 14 and dis- tributed as follows :—

In charge of parties	..	..	..	..	9
In Head Office	..	..	..	..	2
In Divisional Offices	..	..	..	..	3
					<u>14</u>

The Acting Surveyor-General has suggested that the Grade I. Surveyor who now functions as the Colonization Officer, Kalutara, should revert to his proper duties in the Department. We endorse his recommendation. This officer is included in the 14 referred to above.

(d) *Surveyors, Grades II. and III.*—The existing number is 244, classified as follows :—

Surveyors, Grade II.	..	..	..	..	48
Surveyors, Grade III.	..	..	..	..	196
					<u>244*</u>

* This number excludes the Surveyor acting as Secretary, Government Surveyors' Association.

This number to be reduced to 224, classified as follows :—

Grade II.	..	..	..	..	44
Grade III.	..	..	..	..	180
					<u>224*</u>

This number does not include the Surveyors attached to Kachcheries.

In this connection it might be mentioned that 4 increments are now granted to Surveyors when a Grade III. officer passes the Junior Departmental Examination. The Acting Surveyor-General has agreed with us that there is no justification for these accelerated increments.

This as well as other cases of rapid promotions in the Surveyors' Grade are dealt with in our Report on Salaries, Allowances, &c.

(e) *Clerical Staff*.—This consists of 400 officers distributed as follows :—

Head Office	..	..	..	..	331
Provincial Offices	..	..	..	..	53
Observatory	..	..	..	..	16
					<u>400</u>

The staff at the Observatory is dealt with separately. As regards the remaining 384 posts, the Acting Surveyor-General has agreed with us that the number could be reduced to 307, distributed as follows :—

Head Office	..	..	..	..	268
Divisional Offices	..	..	..	..	39†
					<u>307</u>

We propose 5 posts in the Special Class instead of the existing 6 at the Head Office.

There are at present 26 Class III. officers, whose number it has been proposed by Government to raise gradually to 100 by replacing officers in higher classes as vacancies occur. This policy may be continued for the present if opportunity arises. During the interval when the surplus staff will be gradually removed by wastage or transfer, the Department should aim at reaching the following classification of the staff of 307 now recommended by us :—

Special Class	..	..	..	..	5
Class I.	..	..	..	..	37
Class II.	..	..	..	..	239
Class III.	..	..	..	..	26
					<u>307</u>

Until this stage is reached by retrenching existing staff, it may not be necessary to consider the questions of increasing the number of Class III. posts and altering the existing ratio between classes. It may, however, be indicated here that in view of the fact that the type of Class III. clerk now recruited is quite capable of dealing with every kind of routine work done in any office (the Survey Office should be no exception), we think that the existing ratio between Class III. and Classes I. and II. in the Survey Clerical Service should be revised. We are generally of the opinion that in any service, the number of those in the lower rungs should ordinarily be greater than that in the higher and that the whole structure of the Service should take the form of a broad based pyramid.

* This number excludes the Surveyor acting as Secretary, Government Surveyors' Association.

† This figure is to be revised after the scheme has been in operation for some time.

*(f) Minor employees.**(i.) Peons.*—There are 53 peons distributed as follows:—

Head Office	..	..	..	..	35
Provincial Offices	..	..	..	..	16
Observatory	..	..	..	..	2
					53

It was agreed that the number of peons could be reduced to 41, distributed as follows:—

Head Office	..	..	..	..	28
Divisional Offices	..	..	..	..	11
Observatory	..	..	..	..	2
					41

(ii.) Wages of Minor employees on daily pay.—The provision for their payment exists in the 1938-39 Estimates under (a) Head Office and Provincial Offices—Rs. 26,894 and (b) Map Printing Branch—Rs. 12,000. The number employed is, however, not stated. We suggest that in future Estimates the number should be specified. We also observe that these employees are allowed pay for Sundays and Holidays, though they may do no work on these days. This appears to arise from a desire to treat office labourers on a par with field labourers. Whatever justification there might be for these payments in the case of the latter, there is none in the case of daily paid labourers posted to offices. We consider that these payments should not be granted to new entrants.

With regard to the wages of minor employees at the Head Office and the Provincial Offices, we think that with the abolition of 3 Provincial Offices, the provision should be reduced from Rs. 26,894 to Rs. 25,000.

Other Charges.

701. *(a) Travelling.*—The provision in the 1938-39 Estimates is Rs. 125,000. The Acting Surveyor-General has suggested a reduction of Rs. 15,000. We accept his proposal (irrespective of any reduction on account of our general recommendation that the travelling rates should be reduced).

(b) Stationery.—The provision in the 1938-39 Estimates is Rs. 10,000. The Acting Surveyor-General has suggested a reduction of Rs. 2,000. We accept his proposal.

(c) Tents and Camps.—The provision in the 1938-39 Estimates is Rs. 27,000. The Acting Surveyor-General has suggested a reduction of Rs. 4,000. We accept his proposal.

(d) Field Labour.—The provision in the 1938-39 Estimates for field labour is Rs. 510,000. The Acting Surveyor-General has recommended the reduction of this amount to Rs. 445,000 in view of the smaller number of labourers that is likely to be employed with the reduction of the number of surveyors in the field. We accept his proposal.

In connection with the remuneration of labour, we have the following comments to make:—

(i.) Recess Pay.—This is allowed at rates ranging from Rs. 7.50 to Rs. 5.00 per person to labourers attached to Surveyors who go into recess for their drawing work. The recess periods vary from 3 to 4 months and the total sum paid on this account amounts to approximately Rs. 5,000 per annum. This payment originated as an inducement to the labourers to return to work when the Surveyors to whom they were attached were ready to go into the field after their recess periods. At present a maximum of 5 labourers out of a Surveyor's party may be paid recess pay. The Acting Surveyor-General has agreed to reduce this number to 4.

(ii.) *Holiday Pay.*—This is given for 23 days each year and the average expenditure on this account amounts to approximately Rs. 10,000 per annum. During these holidays which are allowed to the Surveyors during April, August and December in lieu of Government holidays, no work as a rule is done by their labourers except in an exceptional case when a Surveyor may have to do some work in which case his labourer would receive ordinary pay in lieu of holiday pay. The Acting Surveyor-General has agreed with us that 18 days' leave on full pay is as much as any daily paid labourer should normally receive and that the holiday pay allowed to new labourers be reduced accordingly.

(iii.) *Sunday Pay.*—This is allowed although no work is done on Sundays by labourers. The expenditure on this item amounts to approximately Rs. 50,000 per annum. It was pointed out that the reason for this payment was that Survey Labourers have to be in camp away from their homes on Sundays. Even so, it is considered that half-pay for Sundays should suffice as the labourers remain in camp for their own convenience, and so long as they do no work they should not expect to receive the same rate of pay as for a working day. The Acting Surveyor-General has agreed that this should be made a condition of the appointment of new entrants.

(e) *Transport of Government Stores and Labour.*—The provision in the 1938-39 Estimates is Rs. 34,000. The Acting Surveyor-General has suggested a reduction of Rs. 9,000. We accept his proposal.

(f) *Instruments, Stores, &c.*—The provision in the 1938-39 Estimates is Rs. 25,000. The Acting Surveyor-General has suggested a reduction of Rs. 5,000. We accept his proposal.

(g) *Chemicals.*—The provision in the 1938-39 Estimates is Rs. 28,000. The Acting Surveyor-General has suggested a reduction of Rs. 3,000. We accept this reduction.

(h) *Landmarks.*—The provision in the 1938-39 Estimates is Rs. 20,000. The Acting Surveyor-General has suggested a reduction of Rs. 3,000. We accept his proposal.

(i) *Expenses of Departmental Examinations.*—The provision in the 1938-39 Estimates is Rs. 3,000. The Acting Surveyor-General has suggested a reduction of Rs. 2,000. We accept this proposal; we are informed that this payment is made to the Cambridge Syndicate and not to any Departmental Officer.

702. *Circuit Bungalows.*—Three furnished circuit bungalows at Diyatalawa, Bindunuweva and Katumana are maintained by this Department. The average cost of maintaining these bungalows per annum is as follows:—

					Rs.
Diyatalawa	..	..	..	..	500
Bindunuweva	..	..	..	..	350
Katumana	..	..	..	..	500

The occupation charge is Rs. 30 per mensem or Re. 1 per diem. The rents recovered during 1936-37 were:—

					Rs.
Diyatalawa	..	..	..	..	126
Bindunuweva	..	..	..	..	53
Katumana	..	..	..	..	68

We discussed the necessity for these bungalows with the Acting Surveyor-General. He considered that the bungalows at Diyatalawa and Katumana should be retained, but he had no objection to the closing down of the bungalow at Bindunuweva. We recommend that the bungalow at Bindunuweva should be closed down and that the occupation charges of the remaining two bungalows should be raised to an economic rate.

703. The alterations in the staff provided in the 1938-39 Estimates as a result of our recommendations are as follows:—

Designation.	No. Provided in 1938-39 Estimates.	No. Recommended	Reduction.
1. Assistant Surveyor-General	1	—	1
2. Superintendents of Surveys	9	7	2
3. Assistant Superintendents of Surveys	28	20	8
4. Superintendent Instruments Department	1	1	—
5. Accountant	1	—	1
6. Office Assistant	1	—	1
7. Surveyors	263	238	25
Grade I. 19		Grade I. 14	
Grade II. 48		Grade II. 44	
Grade III. 196		Grade III. 180	
8. Clerks	384	307	77
(Head Office 331)		(Head Office 268)	
(Prov. Offices 53)		(Prov. Offices 39)	
9. Peons	51	38	13
10. Assistant Mechanics	9	8	1
11. Assistant Storeman	1	—	1

The Acting Surveyor-General desired that it should be made clear that the reductions recommended are possible only on the assumption that the surveys required of the Department remain at the present level. Should there be an abnormal increase in the demand for surveys due to the introduction of new schemes, such as Registration of Titles, &c., suitable increases in the staff will be necessary.

704. The reductions recommended by us are estimated to produce the following savings:—

Personal Emoluments:

	Rs.	Rs.
Salaries:		
Assistant Surveyor-General	16,215	
2 Superintendents of Surveys	28,200	
8 Assistant Superintendents of Surveys	75,600	
1 Accountant	5,809	
1 Office Assistant	7,100	
5 Grade I, Surveyors	28,500	
4 Grade II., Surveyors	14,640	
16 Grade III., Surveyors	32,640	
77 Clerks	151,224	
12 Peons	4,464	
1 Assistant Mechanic	960	
1 Assistant Storeman	690	
Wages of minor employees on daily pay employed at the Head Office and the Provincial Offices— <i>Vide</i> paragraph 700 (f) (ii.)	1,894	
		365,936
Allowances:—		
Rent Allowance	34,800	
		34,800
Other Charges:		
Travelling	15,000	
Stationery, Office furniture and Office Requisites	2,000	
Tents and Camps	4,000	
Field Labour	65,000	
Transport of Government Stores and Labour	9,000	
Instruments, Stores, &c.	5,000	
Chemicals	3,000	
Landmarks	3,000	
Expenses of Departmental Examinations	2,000	
Circuit Bungalows— <i>vide</i> paragraph 702	300	
		108,300
		509,036

OBSERVATORY.

705. The Superintendent of the Observatory in February, 1937, after his return from the Conference of the Far Eastern Meteorological Services held in Hong Kong in January, 1937, submitted a memorandum to the Surveyor-General in which he stated that, though the method of obtaining meteorological data at present is fairly adequate for the collection of climatological information and for weather reports to shipping, it was not sufficient for the needs of aviation. To meet the needs of aviation he suggested the opening up of five Principal Synoptic Stations at Colombo, Mannar or Jaffna, Trincomalee, Hambantota, and at a hill station at as great an altitude as practicable. He also proposed that each of these stations should be staffed by two full time observers and a labourer. In a subsequent memorandum owing to the financial situation he modified these proposals to a Principal Synoptic Station at Trincomalee and the creation of an "Observer" grade of officer to staff that station and to relieve pressure on the Observatory staff. He also proposed certain changes in the hours of observations, and the provision of an up-to-date wireless receiving station at the Observatory staffed by officers seconded from the Telegraph Department.

706. In regard to the proposal to open a Principal Synoptic Station at Trincomalee we endorse the suggestion of the Superintendent of the Observatory that the responsibility for running the station there should be taken over by the Imperial Services, instruments and general supervision being supplied by the Colombo Observatory. A Principal Synoptic Station at Trincomalee is not necessary at present for Civil Aviation purposes, and as the existing station there is sufficient for climatological purposes, the cost of the opening and maintenance of a Principal Synoptic Station, if one is required for Naval or Military purposes at Trincomalee, should be met out of Imperial Funds.

707. The proposal to create an "Observer" grade of full time officers is one with which we agree, provided a reduction in the existing staff is effected. We suggest a salary grade intermediate between Class II. and Class I. of the present scheme of Survey Clerks and Draughtsmen for these posts. They should be recruited on the understanding that they work as field officers and their hours of duty will not necessarily be restricted to Government office hours.

708. In regard to the proposal to provide the Observatory with an up-to-date Wireless Receiving Station staffed by operators seconded from the Telegraph Department, we understand from the Superintendent of the Observatory that even if this proposal were given effect to he would not be able to undertake "the very considerable work of decoding and plotting all these observations, nor the still more considerable labour of studying them with his existing staff". As the Superintendent has stated that the existing meteorological data is fairly adequate for the collection of climatological information and for weather reports supplied to shipping, we consider that it would be inadvisable to incur further expenditure at present in installing a Wireless Receiving Station at the Observatory. If necessary the Superintendent of the Observatory should make arrangements with the Postmaster-General to receive and pass on to him certain selected weather broadcasts from foreign stations which would be of immediate use to him.

709. The establishment specially provided for the Observatory in the 1938-39 Estimates and that recommended by the Select Committee of the State Council in Sessional Paper XXVIII. of 1935 are as follows:—

	1938-39	Select
	Estimates	Committee.
Superintendent, Observatory	1	1
Assistant Superintendent, Observatory	1	1
Senior Technical Assistants	2	2
Junior Technical Assistants	3	2
Assistant Mechanic	1	1
Map Moulder and Bookbinder	1	1
Minor Employees on daily pay		(Block vote)

710. The clerical staff for the Observatory is supplied from the provision for "Clerks and Draughtsmen" provided for the Survey Department. There were 16 such officers attached to the Observatory at the commencement of our investi-

gation. One officer has since been transferred, and the existing strength of 15 is made up of 2 Class I. and 13 Class II. officers. In addition to the clerical staff the Survey Department has detailed two Surveyors, Grade II., for work at Mannar connected with the Observatory.

711. *Technical Assistants*.—The posts of Junior Technical Assistant were first created in 1923-24 when three officers were appointed on the following scale:—

Rs. 2,880—120—4,440.

At the time the Observatory scientific staff was as follows:—

Superintendent	::	::	::	1
Assistant Astronomers	::	::	::	2

In 1926-27 the cadre was revised as follows:—

Superintendent	::	::	::	1
Assistant Astronomer	::	::	::	1
Senior Technical Assistants	::	::	::	2
Junior Technical Assistants	::	::	::	2

The Pereira Commission was of the opinion that—

- One Superintendent of the Observatory,
- One Senior Technical Assistant, and
- One Junior Technical Assistant

were sufficient. They saw no necessity for the continuance of the post of Assistant Astronomer as his work was of no practical value to any one—paragraph 172 of Sessional Paper XVI. of 1932.

The Select Committee of the State Council was, however, satisfied that the post of Assistant Astronomer was necessary and recommended that, as he was in fact the principal assistant to the Superintendent and was engaged in all branches of the work of the Observatory, the post should be re-designated "Assistant Superintendent, Observatory".

They also were of the opinion that the 4 posts of Technical Assistant were necessary and recommended their retention—paragraphs 197 and 198 of Sessional Paper XXVIII. of 1935.

Immediately afterwards, however, a fifth post for a Junior Technical Assistant was created.

712. We find that the 5 Technical Assistants between them attend to the following duties:—

- (1) Time signals, rating of clocks, chronometers and watches, taking and working Paris and Rugby time signals.
- (2) Taking and working Pilot balloon observations, coding results, checking including Mannar flights, preparing summaries and international data from these.
- (3) Cloud observations, working and checking.
- (4) Checking of abstracts of climatological stations and writing to observers about mistakes, checking observations for India, &c.
- (5) Seismograph.
- (6) Daily preparation of upper wind charts of 2 Ceylon and 2 Indian Stations.
- (7) Preparation of weather reports—5 in all.
- (8) Aviation forecasts and pilot and meteorological messages.
- (9) Decoding and entering of evening weather reports.
- (10) Two-hourly cloud observations.
- (11) Checking of rainfall figures, drawing and checking rainfall maps.
- (12) Testing and issuing instruments, &c., thermometers, balloons, thermographs, &c.
- (13) Charging and issuing electric cells.
- (14) Preparing and checking of tables for Annual Reports.
- (15) Training observers.
- (16) Circuits, including weekly visits to Wireless Station.

- (17) Checking of Autographic records.
- (18) Preparation of Astronomical data for Almanac and Calendar.
- (19) Supply of miscellaneous data.
- (20) Checking of rainfall intensities and hourly values of rainfall and sunshine.

713. Several of the duties now performed by Technical Assistants could be carried out quite as satisfactorily by officers of a lower grade. We were informed that if observers, on a lower scale of salary, were appointed they could be trained to take on some of the duties now performed by the Technical Assistants. For instance, such items as 2, 3 and 10 of the duties of the Technical Assistants might be carried out by the Observers. We also consider that item 13 of the duties might be transferred to the Assistant Mechanic. Items 15 and 18 do not occur frequently.

We think that it is possible to carry out the work at the Observatory with 4 Technical Assistants, but have no objection to the present number, viz., 5, being retained until the " Observers " have been appointed and trained, when the number of Technical Assistants should be reduced to 3.

The ultimate cadre of the superior staff at the Observatory would be:—

Superintendent .. .. .	..	..	..	1
Assistant Superintendent .. .. .	..	..	..	1
Senior Technical Assistant .. .. .	..	..	..	1
Junior Technical Assistants .. .. .	..	..	..	2

We would note that this recommendation is contingent on the duties cast on the Observatory not being appreciably increased in the near future.

714. *Observers.*—We recommend that 5 officers of the proposed grade of Observer might be appointed. Of these 2 should be stationed at Mannar for taking observations, &c., there, and 3 at the Observatory. The Observers attached to the Observatory, in addition to relieving the Technical Assistants of certain duties, should between them attend to all observation work, take meteorological readings at the Observatory, change and develop seismograph records, &c.

715. *Clerks.*—The existing clerical staff consists of 2 clerks in Class I. and 13 clerks in Class II. of the Survey Clerical Service. The volume of clerical work at the Observatory does not, in our opinion, justify a staff of 15 clerks, nor does the nature of the work require so many officers of the higher grades. We consider that the strength of clerical staff necessary for the existing organisation is as follows:—

Chief Clerk, Class I. .. .. .	..	..	..	1
Subject Clerks :				
Class II. .. .. .	..	..	..	2
Class III. .. .. .	..	..	..	9
			—	11
				—
				12

We arrive at the reduction of 3 clerks in the following manner:—

- (a) The Chief Clerk should take over Accounts work from the Stores Clerk and be of general assistance, as at present, in filling the place of absent officers.
- (b) The Assistant who does decoding independently of the Chief Clerk in connection with the supplying of information to the Press, should discontinue this practice and the necessary copies should be taken by the Chief Clerk at the time he decodes.
- (c) The time that would be saved by adopting the suggestion at (b) which represents half-time of a clerk should be utilised for assistance to the Rainfall Clerk.
- (d) The Assistant to the Rainfall Clerk could then be released.

- (e) The Assistant to the Stores Clerk and Librarian should be released. The Library work can be done by the Draughtsman and assistance to the Storekeeper for about 2 hours a day on the average can be given by one of the clerks who takes observations now.
- (f) The work done by the Charts Clerk who has only a half-time job and by the clerk who attends to Mannar Upper Air Returns, &c., should be combined and one of them released.
- (g) The time saved by the discontinuance of sending clerks from the Observatory to the Fort for observations should be utilised for general assistance in the office.

After the 3 Observers have been appointed and trained in Observatory duties a further reduction of 2 clerks (one in Class II. and one in Class III.) should be made, making a total reduction of 5.

716. *Minor Employees.*—The minor employees who are all on daily pay are paid from a block vote allowed to the Observatory for this purpose. We suggest that in future Estimates the maximum number of such employees that may be engaged should be specified. We consider that this number should be fixed at 14—the number of whole-time minor employees now on the establishment. We also observe that these employees are allowed pay for Sundays and Holidays, though they may do no work on these days. We consider that this payment should not be granted to new entrants unless work is done on Sundays and Holidays.

717. *Allowances.*—We consider that the expenditure on allowances to clerks for decoding outstation weather reports on Sundays and Government Holidays, and for duties connected with upper air observations and the Seismograph should be reduced with the appointment of Observers. When the Observers have been trained and are able to carry out their full share of work, these allowances should cease altogether and only a small provision should be retained in the vote for overtime, for absence on leave, &c.

718. The existing allowances paid to Meteorological Observers and Rainfall Recorders are as follows :—

Meteorological Observers	..	Rs 60 to Rs. 330 per annum
Assistant Meteorological Observers	..	Rs 60 to Rs. 120 do.
Rainfall Recorders	..	Rs. 24 to Rs. 60 do.

The only alteration in the existing rates we recommend is that the total of the allowances paid to Meteorological Observers at any station should not exceed Rs. 300 per annum. For these allowances the Observers, Assistant Observers and Recorders should be expected to finish as many observations as may be required by the Superintendent of the Observatory. This question will be referred to again in our Report on Salaries, Allowances, &c.

There is a proposal to change the hours of daily observations from 9.30 a.m. and 3.30 p.m. to 7 a.m. and 1 p.m. respectively. In this connection it may be necessary for some time to take observations four times a day at 7 a.m., 9.30 a.m., 1 p.m. and 3.30 p.m. instead of twice a day as normally required. No increase in the allowances recommended should be granted even if these additional observations become necessary.

719. The Superintendent of the Observatory has agreed with us that the observations at the Fort, Colombo, should be taken by clerks in the Surveyor-General's Office instead of clerks attached to the Observatory having to travel each day to the Fort for this purpose. This will enable the Observatory clerical staff who now travel to the Fort and back for taking observations there to utilise their time for clerical work at the Observatory. The bicycle allowances now paid to them will also be saved. The Head Office clerks engaged on this work should be paid an appropriate allowance in the scale recommended for Meteorological Observers.

720. *Town Clock.*—The Assistant Mechanic attached to the Observatory now spends a part of his time attending to the Town Clock. The Superintendent of the Observatory has agreed with us that this work should be transferred to the Superintendent of Instruments attached to the Head Office. This will enable

the Assistant Mechanic to relieve the Junior Technical Assistants by taking over the work of charging and issuing electric cells. It will also avoid the necessity of paying a bicycle allowance of Rs. 5 per mensem to the Assistant Mechanic for travelling to the Fort and back.

721. *Closing down of certain Meteorological Stations.*—The Superintendent of the Observatory has suggested the closing down of the airship meteorological stations at Ridiyagama, Tabbowa and Chilaw, as the necessity for maintaining these stations has ceased to exist. We concur. The saving resulting from closing down these stations will amount to approximately Rs. 540 a year.

722. The likelihood of the meteorological services expanding in the near future was brought to our notice by the Superintendent of the Observatory. We are not in a position to comment on this, except to observe that the present financial position does not permit of any elaboration in the existing system unless such elaboration cannot be avoided and is a matter of urgent necessity. We also consider that the cost of any elaboration of the existing system necessitated by Imperial Defence purposes, such as a Principal Synoptic Station or a Pilot Balloon Station at Trincomalee, should be met out of Imperial Funds.

723. *Savings.*—Our recommendations relating to the Observatory are estimated to produce a saving of Rs. 37,044 per annum, arrived at as follows:—

Personal Emoluments—

	Rs.	Rs.
Salaries :		
1 Senior Technical Assistant	8,325	
1 Junior Technical Assistant	4,500	
1 Clerk, Class I.	3,630	
4 Clerks, Class II.	7,440	
Difference between the salaries of 8 Class II. clerks of the Survey Clerical Service and 8 Class III. Clerks of the Survey Clerical Service	8,160	
2 Grade II. Surveyors who will be replaced by Observers	7,320	
	39,375	
Less salaries of 5 Observers to be appointed (approximate)	9,300	
	30,075	
Allowances :		
Rent allowance	3,000	
Other allowances details of which appear in our Report on Salaries, Allowances, &c. :—		
(i.) Overtime allowances and allowances for attending to the work of Seismograph	2,475	
(ii.) Allowances to Meteorological Observers and Rainfall Recorders	750	
(iii.) Bicycle allowances to Observatory Staff	204	
	6,429	
Other Charges—		
Closure of Meteorological Stations at Ridiyagama, Tabbowa, and Chilaw		540
		37,044

Head 45.—Department of Agriculture.

724. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

		Personal Emoluments.		Other Charges.		Total.
*1931-32 .. ..	..	654,569	..	496,112	..	1,150,681
*1932-33 .. ..	..	636,157	..	453,530	..	1,089,687
*1933-34 .. ..	..	635,247	..	484,743	..	1,119,990
*1934-35 .. ..	..	641,927	..	625,093	..	1,267,020
*1935-36 .. ..	..	672,159	..	681,549	..	1,353,708
1936-37 .. ..	..	690,650	..	675,662	..	1,366,312
1937-38 .. ..	..	719,015	..	982,788	..	1,701,803
1938-39 (Estimated) .. ..	..	796,875	..	1,016,823	..	1,813,698

* Includes the expenditure of the Veterinary Department, which was shown as a separate Head prior to 1936-37.

725. *Present Organisation.*—The Department as at present organized consists of:—

- (a) Head Office at Peradeniya.
- (b) Eight Research Divisions, viz.:—
- (1) Entomologist;
 - (2) Plant Pathologist;
 - (3) Plant Pests and Soil Conservation Officer;
 - (4) Chemist;
 - (5) Botanist;
 - (6) Paddy Officer;
 - (7) Tobacco Officer (proposed);
 - (8) Horticultural Officer.
- (c) 3 Botanic Gardens, viz.:—
- (1) Royal Botanic Gardens, Peradeniya;
 - (2) Botanic Gardens, Hakgala;
 - (3) Botanic Gardens, Heneratgoda.
- (d) Propaganda Division.
- (e) Library at Peradeniya.
- (f) Farm School and Experiment Station, Peradeniya.
- (g) 6 Territorial Divisions, viz.:—
- (1) Central Division with Headquarters at Peradeniya;
 - (2) Southern Division with Headquarters at Labuduwa, Galle;
 - (3) Northern Division with Headquarters at Anuradhapura;
 - (4) Eastern Division with Headquarters at Batticaloa;
 - (5) South Western Division with Headquarters at Gampaha;
 - (6) North Western Division with Headquarters at Wariyapola.
- (h) 2 Sub-Divisions, viz.:—
- (1) Horana, which is part of the South Western Territorial Division;
 - (2) Jaffna, which is part of the Northern Territorial Division.
- (i) Veterinary Division composed of:—
- (1) Research Laboratory at Peradeniya;
 - (2) Government Dairy at Narahenpitiya, Colombo;
 - (3) Quarantine Stations at Kayts and Slave Island.

726. *Staff.*—The existing staff of the Department compared with the provision in the 1938-39 Estimates and the cadre approved by the Select Committee (Sessional Paper XXVIII. of 1935) is as follows:—

Grade.	Existing Staff.	Estimates 1938-39.	Select. Committee.
Director	1 ..	1 ..	1
Deputy Director (Agriculture) ..	1 ..	1 ..	1
Deputy Director (Animal Husbandry) and Government Veterinary Surgeon	1 ..	1 ..	1
Entomologist	1 ..	1 ..	1
Plant Pathologist	1 ..	1 ..	1
Botanist	1 ..	1 ..	1
Assistant Botanist	— ..	1 ..	—
Agricultural Officer, Plant Pests.	1 ..	1 ..	1
Chemist	1 ..	1 ..	1
Principal, Farm School	1 ..	1 ..	1
Agricultural Officers, Grade I. (Divisional Officers) ..	6 ..	6 ..	6
Curators	2 ..	2 ..	2
Tobacco Officer	— ..	1 ..	—
Agricultural Officer, Propaganda	1 ..	1 ..	1
Paddy Officer	1 ..	1 ..	—

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Grade.	Existing Staff.	1938-39 Estimates.	Select Committee.
Assistant Government Veterinary Surgeon ..	—	—	1
Veterinary Research Officer ..	1	1	—
Research Probationers ..	4	5	7
Agricultural Officers, Grade II. (Sub-Divisional Officers) ..	4	7	6
Demonstrators for Farm School ..	2	2	—
Graduate Instructors ..	3	3	—
Demonstrator in Animal Husbandry ..	—	1	—
Agricultural Instructors and Probationers ..	88	143	105
Assistant Veterinary Surgeons ..	20		
Stock Inspectors and Farm and Dairy Manager ..	6	1	27
Assistant Veterinary Surgeon, Polonnaruwa ..	—		
Assistant Veterinary Surgeon, Ambepussa ..	—	1	—
Garden Probationer ..	—	1	—
Garden Assistants ..	4	4	—
Foremen ..	10	10	9
Upper Gardeners and Conductors ..	18	18	9
Gardeners ..	2	9	3
Draughtsmen ..	3	3	3
Clerks :			
Class I. ..	2	3	3
Class II and Railway Class II. ..	15	15	16
Class III. ..	32	34	27
	49	52	46
Stenographer ..	1	1	1
Laboratory Assistants ..	1	2	1
Laboratory Attendant ..	—	1	—
Storekeeper ..	—	1	—
Overseers (Veterinary) ..	3	3	3
Bookbinder ..	1	1	2
Peons ..	28	28	26
Motor Lorry Driver ..	—	1	—
Messengers ..	5	6	2
Watchers ..	5	5	5
Labourers ..	39	39	45

Head Office.

727. *Superior Staff.*—In addition to the Director, there are in the Head Office two Deputies—the Deputy Director (Agriculture) and the Deputy Director (Animal Husbandry). The latter is the Government Veterinary Surgeon. The post of Deputy Director (Agriculture) was created in 1935-36 consequent on the recommendation of the Sub-Committee of the Executive Committee for Agriculture and Lands (page 4 of Sessional Paper III. of 1935). The Sub-Committee was of the opinion that an officer of this status was necessary to assist the Director in the administrative control of the Department and in the effective co-ordination of its Research and Field Branches. The Sub-Committee also considered the question of restoring the retrenched post of Office Assistant as an alternative to the creation of the post of Deputy Director, but decided that the post of Deputy Director was preferable.

The second post of Deputy was created when the Government Veterinary Department was merged into the Department of Agriculture—the Head of the Veterinary Department being designated Deputy Director (Animal Husbandry) and Government Veterinary Surgeon.

728. *Administrative Secretary.*—The Department had also an Administrative Secretary for a short time in 1937-38—a member of the Civil Service having been seconded as Secretary of the Central Board of Agriculture and Administrative Secretary to the Director. This officer was subsequently withdrawn. The Director applied for the restoration of this post in the 1939-40 Estimates, and this application was referred to us for our observations. We understand that the duties connected with routine correspondence previously attended to by the

Administrative Secretary are now performed by the Chief Clerk, who has complained of heavy work. We discussed this fully with the Director and pointed out to him ways and means of affording relief to the Chief Clerk in order that he may devote his time more usefully in assisting the Head of the Department. There is no need for all papers passing between the staff officers and the Head of the Department to go through the Chief Clerk. Moreover, routine correspondence relating to financial matters, now dealt with by the Chief Clerk, may be attended to by the Financial Clerk who is also an officer in Class I. of the Clerical Service. The Director has agreed to give these measures a trial, particularly in view of the fact that he now has two Deputies, and to re-submit the question of restoring the post of Administrative Secretary after about one year, if at that time he considers the post necessary.

729. *Clerical Staff.*—The sanctioned staff for the Head Office consists of 22 clerks—3 in Class I., 6 in Class II. and 13 in Class III. One of the three Class I. posts is vacant and the Director does not propose to fill it. We recommend the suppression of this post.

730. *Minor Staff.*—Two labourers are now employed as Head Office gardeners on daily pay which is met from the vote for Incidental Expenses. An application has been made to place these gardeners on the fixed establishment on monthly pay. We have discussed the matter with the Director and he agrees to continue the gardeners on daily pay but pay their wages from the vote for labourers under sub-head 5, Botanic Gardens.

Research Divisions.

731. *Laboratory Assistants.*—We observe that the work of

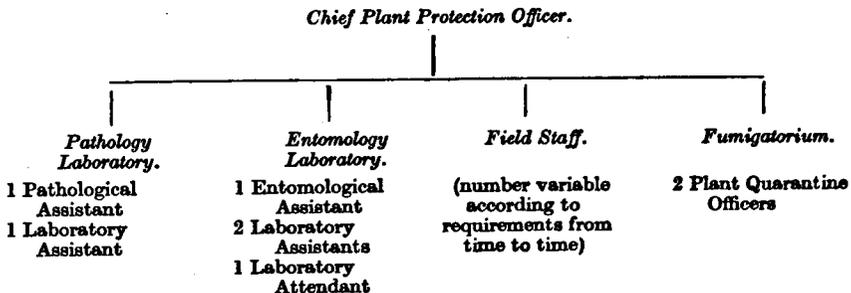
- 3 Agricultural Instructors in the Entomologist's Division;
- 1 Agricultural Instructor in the Plant Pathologist's Division; and
- 2 Agricultural Instructors in the Chemist's Division

consists of duties confined to the Laboratory which can be more economically performed by Laboratory Assistants on a lower scale of salary. We put the suggestion to the Director and he has agreed to replace these Agricultural Instructors by Laboratory Assistants as vacancies occur.

732. *Fumigatorium, Colombo.*—There are two Agricultural Instructors at the Fumigatorium. This is hardly proper work for highly paid officers trained for field work. We suggest that they be replaced by suitable operatives trained for this class of work.

733. *Re-organization of the Research Division.*—We suggested to the Director that the Plant Pests Division could be abolished and the duties performed by it distributed between the Entomologist's and Plant Pathologist's Divisions. The Director thought that the more suitable scheme would be to amalgamate these three Divisions under one Head who would be the controller of all plant diseases.

The organization suggested by the Director is :



We recommend the adoption of this scheme which, when given effect to, will result in the following reductions:—

- (i) Suppression of the existing posts of Entomologist, Plant Pathologist and Agricultural Officer, Plant Pests, and the creation of one post of Chief Plant Protection Officer;
- (ii.) Suppression of one of the three posts of Agricultural Instructor in the Entomology Laboratory; and
- (iii.) Suppression of the post of Agricultural Instructor who is assistant to the Plant Pests Officer.

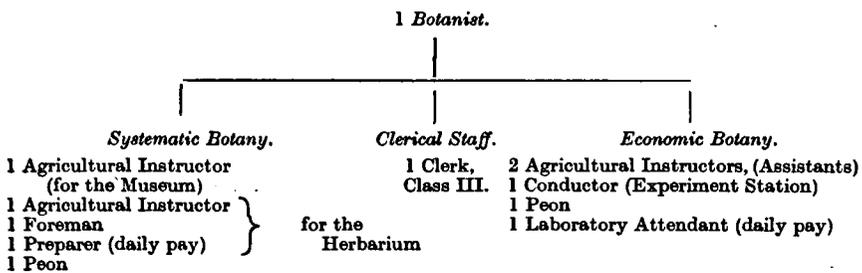
734. *Office Staff.*—The Office of the amalgamated Division could be managed with 2 clerks in Class III., 2 peons and 1 garden labourer. This is the staff now in the Pathology and the Entomology Laboratories. We recommend the suppression of the post of clerk, Class III., and of that of peon in the Office of the Plant Pests Officer. As regards the services of draughtsmen we make our recommendations under Artists' Division in a later paragraph.

735. *Chemist's Division.*—The staff in this Division at present consists of:—

- 1 Chemist
- 1 Research Probationer
- 2 Agricultural Instructors (Assistants)
- 1 Clerk, Class III.
- 1 Peon
- 1 Labourer.

A Research scholar is now in training in England, specialising in food chemistry. We are informed that on the completion of his training he will be appointed to fill one of the five posts of Research Probationer, which is vacant, and will be attached to the Chemist's Division. We propose no change in this Division except that in accordance with our suggestion in paragraph 731 the two Agricultural Instructors should be replaced by Laboratory Assistants as vacancies occur.

736. *Botanist's Division.*—The staff of this Division consists of:—



The Botanist's Division is organized into two sections—(a) Systematic Botany and (b) Economic Botany. The Director has agreed with us that when a qualified Botanist is appointed as Curator of the Royal Botanic Gardens, Peradeniya, the Systematic Botany branch of work should be transferred to him.

This Division will then restrict itself to Economic Botany dealing with the improvement of existing crops and the introduction of new crops. The appointment of a Paddy Officer has already relieved the Botanist of all work on paddy. Yet it is stated that his duties are acquiring such importance and volume that he requires the assistance of a qualified Botanist. We have no objection to this appointment, provision for which appears in the 1938-39 Estimates.

737. *Paddy Officer's Division*.—The existing staff of this Division is as follows:—

- 1 Paddy Officer
- 2 Agricultural Instructors (Assistants)
- 2 Probationary Agricultural Instructors
- 1 Foreman (Ambalantota Paddy Experiment Station)
- 1 Foreman, Galle
- 7 Conductors (at various stations)
- 1 Clerk, Class II.
- 1 Messenger
- 1 Laboratory Boy (daily pay).

In view of the intensive work relating to paddy experiments which is stated to be carried out at present and the importance of this crop to the country, we make no recommendation for any reduction in the staff.

738. *Tobacco Officer's Division*.—An officer for this Division has already been selected. The Director reports that until this officer settles down to work and the scope of his duties is defined, he will not be able to ascertain the actual staff required for this Division. The Tobacco Officer will require the services of a clerk and a peon, which is the minimum. Provision is included in the 1938-39 Estimates for an additional clerk in Class III. It is, however, not necessary to fill this post, as the clerk and the peon who will be released from the office of the Plant Pests Officer can be transferred to the Tobacco Officer's Division.

739. *Horticultural Officer's Division*.—The Curator of the Royal Botanic Gardens is acting, in addition to his own duties, as Horticultural Officer assisted by an Agricultural Instructor. A Research Probationer, who is ultimately to take charge of this Division, is at present abroad in training. The office of this Division has a clerk in Class III. and a messenger. No economies are suggested in this Division.

Botanic Gardens.

740. The staff of the three Gardens are as follows:—

Royal Botanic Gardens, Peradeniya.

- 1 Curator.
- 4 Agricultural Instructors (Garden Assistants)
- 1 Foreman.
- 2 Conductors.
- 1 Gardener.
- 1 Clerk, Class II.
- 1 Clerk, Class III.
- 2 Peons.
- 130 Labourers (daily pay).

Hakgala Botanic Gardens.

- 1 Curator.
- 1 Foreman.
- 1 Gardener (daily pay).

Heneratgoda Botanic Gardens.

- 1 Garden Assistant (Agricultural Instructor).
- 1 Gardener (daily pay).

Provision is included in the 1938-39 Estimates for—

- 1 Garden Probationer, and
- 7 Gardeners (now on daily pay).

The Garden Probationer is intended to become Assistant Curator, Royal Botanic Gardens, in due course.

The Director has stated in his Economy Programme that from a purely agricultural point of view he would not object to the closing down of the Gardens at Hakgala and Heneratgoda. He, however, thinks it desirable to continue to maintain them, and we agree with this view. We do not think that the Hakgala Gardens require an officer on the salary scale of the present Curator and recommend that the officer in charge should be of a status not higher than that of a Garden Assistant supervised by the Curator, Royal Botanic Gardens, Peradeniya. As regards the Heneratgoda Gardens which serve mainly as a park, it was suggested that the appropriate Local Authority should be invited to take charge of them and maintain them in their present condition. We do not, however, think that the Village Committee, as at present constituted, can undertake this responsibility and recommend that it should be placed in the charge of a senior Foreman supervised by the Divisional Agricultural Officer of the area. We also recommend that the expenses of upkeep of these Gardens (Sub-head 5, Botanic Gardens) should be appreciably reduced.

741. *Royal Botanic Gardens, Peradeniya.*—The Director proposes that when the present Curator retires, a fully qualified Botanist should be appointed to succeed him and the Systematic Botany section now in the Research Division should be transferred to his charge. The Curator of the Hakgala Gardens who will be retrenched under our proposals, should be appointed Assistant Curator at Peradeniya. The Garden Probationer's post provided for in the 1938-39 Estimates will thus be superfluous at present. The appointment of a Probationer may be considered when the retirement of the Assistant Curator is within sight.

742. *Garden Assistants.*—There are 4 posts of Garden Assistant separately itemised for the first time in the 1938-39 Estimates on a scale of Rs. 1,500—120—3,300. These 4 officers were hitherto included in the cadre of Agricultural Instructors. We do not see the necessity for the creation of 4 posts on this special scale. Since the present officers have specialised in their own line and are therefore said to be unable to pass the usual departmental examination for promotion over the Efficiency Bar in the Agricultural Instructor grade, the Director has agreed with us that these posts should continue to be included in the cadre of the Agricultural Instructors but that the departmental examination in their case should be related to subjects connected with their special duties.

For the future, however, we propose that Garden Assistants should be appointed on a new salary scale the maximum of which should not exceed that of the new-entrant Agricultural Instructor, Class II. The number of these officers will be reduced to 3—2 for the Royal Botanic Gardens, Peradeniya, and 1 for Hakgala Gardens.

743. *Summary of staff proposed for the Curator, Royal Botanic Gardens, Peradeniya.*—

<i>Curator, Royal Botanic Gardens.</i>			
<i>Royal Botanic Gardens.</i>	<i>Hakgala Gardens.</i>	<i>Systematic Botany.</i>	<i>Office.</i>
1 Assistant Curator	1 Garden Assistant	1 Agricultural Instructor	2 Clerks
2 Garden Assistants	1 Foreman	2 Foremen	(1 Class II.)
1 Foreman	1 Gardener	1 Preparer (daily pay)	(1 Class III.)
2 Conductors			2 Peons
6 Gardeners			

These proposals will result in the following reductions in the existing staff:—

Royal Botanic Gardens	(i.) Suppression of one post of Agricultural Instructor (Garden Assistant) and the transfer of one of the 3 remaining Agricultural Instructors to Hakgala as Garden Assistants
Systematic Botany Branch	(ii.) Replacement of one Agricultural Instructor by a Foreman
Heneratgoda Gardens	(iii.) Suppression of the post of peon
	(iv.) Replacement of an Agricultural Instructor (Garden Assistant) by a Foreman

In regard to the 7 additional posts of Gardeners provided for in the 1938-39 Estimates, the number required under our proposals is 6—5 for the Royal Botanic Gardens and 1 for Hakgala Gardens. We recommend the deletion of the provision for the extra post which will not be required.

Farm School and Experiment Station Division.

744. This Division consists of 3 separate units, viz, the Farm School, the Dairy and the Experiment Station, Peradeniya. The Principal of the Farm School is the Head of this Division. The Staff in the 3 units is as follows:—

Principal.		
<i>Farm School.</i>	<i>Dairy.</i>	<i>Experiment Station.</i>
1 Head Master (A. I. Grade) 1 House Master and Lecturer (A.I.) 2 Lecturers (A. II.) 2 Demonstrators 1 Clerk, Class III. 1 Peon 1 Gardener 1 Caretaker, Vernacular Teachers' Hostel 1 Conservancy labourer 1 Laboratory boy 1 Sweeper 1 Assistant Gardener 1 Beekeeper 7 Hostel Servants	1 Stock Inspector 16 Daily-paid Labourers	1 Assistant Farm Officer (A.I.) 3 Agricultural Instructors 1 Foreman 1 Conductor 1 Clerk, Class II. 1 Clerk, Class III. (now temporary clerks) 1 Storekeeper 2 Seedmen 1 Messenger 130 Labourers
	} Daily pay	} Daily pay

745. *Farm School.*—This school provides a practical course of instruction in agriculture, horticulture, dairying, poultry-farming, and bee-keeping.

Two courses are given, a major course in English covering two years and a short course in Sinhalese covering one year. The English course consists of two parallel classes—one for learners who qualify for appointment as Agricultural Instructors and the other for the sons of landowners and others who intend to adopt agriculture for their livelihood. The numbers at present in the different classes are as follows:—

English Course :	1st year	..	15
	2nd year	..	7
Learner Course :	1st year	..	10
	2nd year	..	12
Sinhalese Teachers' Class :		..	12

In addition to the permanent staff of the School, the following officers of the Agricultural Department also take a few classes:—

The Plant Pathologist.

Research Probationer, Plant Pathology.

Assistant to the Entomologist.

Assistant Veterinary Surgeon, Veterinary Laboratory.

Veterinary Research Officer.

We consider that there is at present no full load of work for all the Masters and Lecturers. The Director, however, informed us that there will shortly be several additions, by way of short courses, to the instruction given at the school.

The Farm School, the Dairy and the Poultry Farm will soon be removed to the Experiment Station where the necessary buildings are being constructed. When all the activities become concentrated in one place, and when the proposed new courses of studies have been introduced, the work of the School should again be examined with a view to ensuring that the staff have a full load of work and that the place is run as economically as possible.

746. The school is a residential institution and in the opinion of the Director the work relating to the management of the hostels and the maintenance of discipline requires an officer who is fitted by education, temperament and personality to exercise control over a somewhat mixed group of students. He has suggested that the Agricultural Instructor-Lecturer who now functions as House Master, in addition to his own duties as Lecturer, should be relieved of his duties as

House Master by a science graduate who is unmarried and who should live on the premises, and, in addition to part-time lecturing, be responsible for the management of the hostel and for the office work of the school. As the Director has agreed to suppress the post of Headmaster when the new House Master is appointed, we have agreed to his proposal.

747. *Experiment Station.*—The Director has agreed that one of the three Agricultural Instructors now employed in this Station could be replaced by a Foreman. He has also agreed that when certain work now in progress is completed in the course of a year, the number of daily paid labourers could be reduced by about 30 per cent.

748. *Artists' Division.*—There are 3 Draughtsmen distributed among the various Divisions of the Department. The Director considers that it would be conducive to efficiency to group all these officers into one Artists' Division. We visualize the possibility of economy as well and would recommend the adoption of this proposal.

Divisional and Sub-Divisional Offices.

749. The Island is now divided into 6 Divisions, each in the charge of an Agricultural Officer, Grade I., called the Divisional Agricultural Officer. Two of the Divisions viz., the Northern and the South Western, have also each a Sub-Division in the charge of an Agricultural Officer, Grade II., called the Sub-Divisional Officer. The total staff employed is :—

- 6 Agricultural Officers, Grade I.
- 2 Agricultural Officers, Grade II.
- 59 Agricultural Instructors.
- 3 Graduate Instructors.
- 4 Foremen.
- 6 Conductors.
- 20 Assistant Veterinary Surgeons and Stock Inspectors.
- 1 Overseer.
- 6 Clerks, Class II.
- 8 Clerks, Class III.
- 7 Peons.
- 2 Messengers.
- 1 Labourer.
- 1 Watcher.

The Divisional system was created somewhere in 1918 as it was felt that it was impossible for the Head Office to be in intimate touch with all the requirements of the different districts. Divisional Agricultural Officers were therefore appointed to be responsible for the investigation of the agricultural problems in the districts assigned to them. A later development affecting the organization of the Department has been the appointment of special crop officers for the improvement and propagation of particular crops. The dissemination of agricultural information among the villagers has also been taken over by a separate officer—the Agricultural Officer, Propaganda. It might therefore be thought that the importance of the Divisional Agricultural Officer has been gradually lowered.

750. It is not often realized in criticising the work of the Department that the Agricultural Instructor and not the Divisional Agricultural Officer is the executive officer of the Department. Time was when the Instructors ran about the large areas which were placed in their charge making little or no contact with the peasant cultivators and actually instructing none in the results of the scientific work conducted by the Research Divisions. We are assured that all this has changed, that the Instructors are gaining the confidence of the villagers, that they are concentrating on the intensive development in all directions of smaller village areas and are making themselves useful, in general, to the village cultivator and farmer. There is therefore greater need now for closer supervision and guidance of the Agricultural Instructors' work. Moreover, the Divisional system affords the presence in each Division of a senior officer of some experience to coordinate the activities of the crop officers. We have accordingly agreed with the Director that it is not possible at present to reduce the number of Divisions or

Sub-Divisions and, further, that should there be any necessity for expansion of activities towards agricultural uplift the increase in the numbers of units of administrative control should be reflected not in the corresponding increase in the number of Divisions—which we consider should remain at 6—but in that of Sub-Divisions.

The provision in the 1938-39 Estimates is for 7 Agricultural Officers in Grade II. (Sub-Divisional Officers) and 3 Graduate Instructors, who are really probationers in training for the higher staff. The Director has agreed that 6 officers in the grade of Sub-Divisional Officer would be sufficient to meet the present requirements of the Department. We, therefore, recommend the suppression of one of the 7 posts of Agricultural Officer, Grade II. We recommend no further economies in the Divisional staff, but would mention that appointments to the grade of Graduate Instructor should not be made unless there are definite prospects of vacancies occurring in the higher grades within a reasonably short time.

751. *Supervisory Staff attached to Experiment Stations.*—It has been suggested to us that the supervisory staff at the various Agricultural Experiment Stations and Farms is excessive and out of proportion to the size and scope of these Stations. Inquiries were made from the Director of Agriculture who explained that if, compared with the staffing of private farms, the supervisory staff in Government organizations is excessive, it is due to the following causes:—

- (a) Government Farms and Experiment Stations all over the world are "show places" which require detailed attention to appearance and lay out;
- (b) Very detailed supervision is essential, as experiments of a scientific nature are carried out in these Stations. Experimental plots have to be multiplied manifold and each plot treated differently;
- (c) Various records have to be maintained;
- (d) The supervisory officers, viz., Farm Managers, are in administrative charge of an area in addition to the Experiment Stations and in such capacity have multifarious duties in connection with giving agricultural advice to the inhabitants, intensive development of a limited area, organization of competitions, acting as Secretary of the Agricultural Association, &c.

While we feel that the explanation of the Director as regards the necessity for the maintenance of a large staff to cope with the different duties in these Stations is generally acceptable, we would recommend that the possibilities of economy in this direction should be constantly kept in view.

Veterinary Branch.

752. The Veterinary Branch of the Department has the following scientific staff:—

Headquarters and Veterinary Laboratory	}	1 Deputy Director (Animal Husbandry) and Government Veterinary Surgeon
		1 Veterinary Research Officer.
		1 Assistant Veterinary Surgeon
Government Dairy, Narahenpitiya	}	1 Assistant Veterinary Surgeon
Quarantine Station, Slave Island, &c.	}	1 Assistant Veterinary Surgeon
Quarantine Station, Kayts and Veterinary Dispensary, Jaffna	}	1 Assistant Veterinary Surgeon
		3 Assistant Veterinary Surgeons and
		3 Stock Inspectors
		distributed as follows:—
		1 Stock Inspector (Labaduwa)
Animal Breeding Centres	}	1 Assistant Veterinary Surgeon (Karagoda-Uyangoda)
		1 Assistant Veterinary Surgeon (Murunkan)
		1 Assistant Veterinary Surgeon (Akkaraipattu)
		1 Stock Inspector (Veyangoda)
		1 Stock Inspector (Nikaweratiya)
		10 Assistant Veterinary Surgeons (at principal towns)
Divisional Staff:	}	1 Stock Inspector (Assistant to Assistant Veterinary Surgeon Colombo)
Polonnaruwa and Ambepussa Farm	}	2 Assistant Veterinary Surgeons
On Study Leave at Bangalore	}	1 Assistant Veterinary Surgeon

753. *Reorganization of the Veterinary Branch.*—It appeared to us that the country was not receiving an adequate return for the large expenditure incurred on this staff. We thought that, with the training the Agricultural Instructors of today receive in Animal Husbandry in addition to Agriculture, much of the improvement work now attended to by Veterinary Surgeons could be taken over by them, and that Animal Breeding Centres could be placed in charge of suitably trained men of the class of Foremen—all the improvement, breeding and demonstration work being supervised by the Divisional Agricultural Officers instead of by Assistant Veterinary Surgeons. The trained Veterinary Surgeons should be utilized on medical and surgical services only while general advice, where required, on questions of improvement and breeding would be supplied by the Research Division. With this end in view, we suggested that as vacancies occur the 3 Assistant Veterinary Surgeons and the 3 Stock Inspectors in charge of the Animal Breeding Centres should be replaced by trained Foremen, and that the 10 Assistant Veterinary Surgeons and 1 Stock Inspector now serving in the Divisions should be gradually withdrawn. The medical and surgical services should be rendered by a flying squad consisting of 3 or 4 Assistant Veterinary Surgeons working directly under the orders of the Government Veterinary Surgeon, and normally stationed either in one or two groups or scattered according to requirements, at the discretion of the Government Veterinary Surgeon.

The Director of Agriculture and the Deputy Director (Animal Husbandry) with whom we discussed our scheme were strongly of the opinion that a small flying squad proposed by us would not be able, in the present state of development of the Department, to cope with epidemics, and the animal diseases in Government stock farms and render advice and assistance to private parties in treating their livestock, which is still considered to be a duty of the Department. They also said that the incidence of epidemics was uncertain and that it was possible that at any one time there may be epidemics in more centres than can be dealt with by a small flying squad. They were, however, agreeable to our proposal that Animal Breeding Centres could be placed in the charge of a much lower grade of trained officer of the status of Foreman. For this reason, however, they thought that qualified Veterinary Surgeons should be available in the Provinces to visit the Centres as frequently as possible.

They proposed the following scientific staff for the Veterinary Branch, which we accept:—

Headquarters and Laboratory	{	1 Deputy 1 Research Officer 2 Assistant Veterinary Surgeons
Government Dairy, Colombo	..	1 Assistant Veterinary Surgeon
Quarantine Station, Slave Island	)	1 Assistant Veterinary Surgeon
Divisional Staff	..	11 Assistant Veterinary Surgeons
(The Quarantine Station at Kayts and Veterinary Dispensary, Jaffna, to be in the charge of the Divisional Officer).		
Polonnaruwa Farm	..	1 Assistant Veterinary Surgeon
Supernumerary	..	1 Assistant Veterinary Surgeon

We would, however, recommend that the Department should keep our original scheme in view in case the public requests for veterinary assistance should decrease and epidemics should come under greater control.

754. *Polonnaruwa Animal Breeding Centre and Ambepussa Farm.*—The two Assistant Veterinary Surgeons who are in charge of the Animal Breeding Centre at Polonnaruwa and the Cattle and Poultry Farm at Ambepussa respectively have been separately itemised in the 1938-39 Estimates on special scales of salary. There is also provision in these Estimates for a new post of Demonstrator in Animal Husbandry. We discussed with the Director the necessity for these posts. We were informed that it was proposed to establish a large central poultry farm and school for animal husbandry at Ambepussa. The new post of Demonstrator in Animal Husbandry is to be filled by an officer recruited in Ceylon on a temporary basis with the possibility of being confirmed in the post if he proves suitable for

the work. The Director has agreed that this officer, when appointed, could also look after the existing farm and that the post of Assistant Veterinary Surgeon, Ambepussa Farm, need not be filled.

In regard to the post of Assistant Veterinary Surgeon, Polonnaruwa Animal Breeding Centre, the officer now in charge is in Class II. of the Scheme for Assistant Veterinary Surgeons on a scale of Rs. 1,900—150—2,800. The Estimates for 1938-39 contain provision for this post on the scale of Rs. 4,400—200—5,400. The Director explains that the officer should be placed on this scale to compensate him for the responsibility and the material disadvantages attached to the post. While we agree with the Director that the officer has a claim for a reasonable addition to his emoluments, we consider that the scale proposed for the post is high. In view, however, of the fact that the Polonnaruwa Farm is in its initial stages of development and large scale improvements are contemplated, we raise no objection to this scale provided it is made clear that it is personal to the present holder of the post. When the Farm has been fully organized any officer appointed to succeed the present holder should be paid only a reasonable allowance in addition to salary on his own scale.

Other Charges.

755. (i.) *Sub-head 2, Travelling—Rs. 138,000.*—The subordinate field officers in the various Divisions are at present paid travelling expenses at casual rates. Each officer draws approximately about Rs. 75 a month. We are of opinion that it would be economical if all officers, whose duties involve regular travelling, are given commuted allowances, in the same manner as in the case of similar grades of officers in other Departments. With the adoption of such a system, we consider that it should be possible to reduce this vote to Rs. 130,000.

(ii.) *Sub-head 3, Stationery, Office Furniture & Office Requisites—Rs. 9,000.*—The Director has agreed to a reduction of this provision to Rs. 7,500.

(iii.) *Sub-head 5, Botanic Gardens—Rs. 31,240.*—Consequent on the recommendation that the work in the Botanic Gardens at Hakgala and Heneratgoda should be slowed down, we consider that the votes for the upkeep of these Gardens can be appreciably reduced. We recommend a reduction of Rs. 5,000 in the aggregate vote.

(iv.) *Sub-head 10, Pests and Diseases—Rs. 30,000.*—This vote includes provision of Rs. 20,000 for eradication of Water Hyacinth. We recommend a reduction of Rs. 5,000 in this provision.

(v.) *Sub-head 12, Awards in Agricultural Competitions—Rs. 22,400.*—The Director is doubtful whether the competitions, conducted as they are at present, yield value for the money spent. He agrees to a reduction of this vote to Rs. 10,000.

756. *Savings.*—The reductions recommended by us are estimated to produce the following savings :—

Personal Emoluments :

Salaries :	Rs.	Rs.
1 Entomologist	16,500	
1 Plant Pathologist	10,950	
1 Agricultural Officer, Plant Pests	10,950	
1 Agricultural Officer, Grade II.	4,800	
5 Agricultural Instructors	17,160	
3 Assistant Veterinary Surgeons and Stock Inspectors	9,180	
1 Assistant Veterinary Surgeon, Ambepussa Farm	3,500	
1 Garden Probationer	4,350	
4 Garden Assistants	9,600	
1 Gardener	345	
1 Clerk, Class I.	3,630	
1 Clerk, Class III.	840	
1 Peon	372	

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	Rs.	Rs.
Difference between the salaries of 4 Agricultural Instructors to be replaced by 4 Laboratory Assistants	7,728	
Difference between the salaries of 2 Agricultural Instructors to be replaced by 2 Plant Quarantine Officers	3,864	
Difference between the salaries of 2 Agricultural Instructors to be replaced by 2 Foremen	5,208	
Difference between the salary of the Headmaster (Agricultural Instructor Grade) and that of a House Master	1,152	
Difference between the salaries of 3 Agricultural Instructors to be replaced by 3 Garden Assistants	5,904	
Difference between the salaries of 6 Assistant Veterinary Surgeons and Stock Inspectors to be replaced by Foremen	13,392	
	129,425	
Less the salary of 1 Chief Plant Protection Officer	16,500	
	112,925	
Allowances :		
Rent allowance	10,125	
Other allowances details of which appear in our Report on Salaries, Allowances, &c. :—		
(i.) Allowance to Director for editing "The Tropical Agriculturist "	800	
(ii.) Allowance to clerk, Head Office, for services as proof reader of "The Tropical Agriculturist "	60	
(iii.) Allowance for editing the "Govikam Sangarawa "	150	
(iv.) Allowances for lecturing at Agricultural Schools, Peradeniya and Jaffna (approximate)	1,000	
(v.) Special allowance to Agricultural Officer, Minneriya	600	
(vi.) Allowance to Mr. T. H. Parsons while acting as Horticultural Officer	3,000	
(vii.) Allowance to Financial Clerk, Head Office, for acting as Shroff	600	
	16,335	
Other Charges :—		
Sub-head 2, Travelling	8,000	
Sub-head 3, Stationery	1,500	
Sub-head 5, Botanic Gardens	5,000	
Sub-head 10, Pests and Diseases	5,000	
Sub-head 12, Awards in Agricultural Competitions	12,400	
	31,900	
	161,160	

Head 46.—Forest Department.

757. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39 :—

		Personal Emoluments.	Other Charges.	Total.
		Rs.	Rs.	Rs.
1931-32		579,957	400,115	980,072
1932-33		543,480	276,967	820,447
1933-34		418,115	167,359	585,474
1934-35		385,350	203,648	588,998
1935-36		398,379	185,889	584,268
1936-37		424,570	185,512	610,082
1937-38		451,082	206,269	657,351
1938-39 (Estimated)		481,374	283,768	765,142

758. *Reorganisation in 1933.*—The Executive Committee for Agriculture and Lands appointed a Sub-Committee in 1931 to inquire into the activities, organization and establishment of the Forest Department. That Sub-Committee made its report in May, 1932, and after considering this report the Executive Committee decided upon certain changes in the forest policy of Government. Up to that time the Forest Department was charged with the administration, protection and

management of all forest areas in the Island. From 1934, however, in pursuance of the new policy laid down by the Executive Committee, the forests of the Island were divided into two categories as follows:—

- (a) Forest land set aside for systematic management in perpetuity for some definite purpose, whether such areas have already been reserved or still await reservation under the Forest Ordinance, and
- (b) Forest areas not required for such purposes, but which would eventually be utilized for agricultural development, colonization and other requirements, and known as " Other Crown Forests ".

The Forest Department was vested with the administration, protection and management of the forests mentioned in category (a), while the administration and protection of the " Other Crown Forests " in category (b) was handed over to the Government Agents reserving the right to the Forest Department to exploit such areas from time to time on a commercial scale.

We find that, when the change was effected in 1933-34, the cadre of the Department was examined and considerably reduced. The following is a comparative statement of the staff prior to the reorganization in 1933-34 and subsequent to it:—

Grade.	Sanctioned Cadre prior to the reorganization.	Reduced Cadre since 1934.
Conservator of Forests ..	1	1
Deputy Conservators of Forests ..	5	1
Assistant Conservators of Forests ..	9	8
Junior Assistant Conservators of Forests ..	3	2
Accountant ..	1	1
Clerks ..	81	65
Foresters ..	15	10
Forest Rangers ..	65	38
Draughtsmen ..	2	2
Depot-keepers ..	4	1
Range Assistants ..	2	1
Head Forest Guards ..	12	10
Forest Guards ..	153	88
Bookbinder ..	1	1
Watchers ..	11	2
Peons ..	35	18
Labourers ..	36	9
Extra Forest Overseers ..	12	8
Extra Forest Rangers ..	2	—
Extra Forest Guards ..	4	—
Extra Clerks ..	13	—
Temporary Assistant Depot-keeper ..	1	—

Fauna and Flora Protection Staff.

Forest Rangers ..	1	1
Watchers ..	29	27

Prior to the reorganization, the Island was divided, for purposes of administration, into 9 Divisions corresponding to each Province. In 1933 the number of Divisions was reduced to 4. The areas of the Forest Ranges and Beats were also enlarged with a consequent reduction in the number of officers in the grades of Forester, Forest Ranger, Head Forest Guard and Forest Guard. The cost of the establishment in 1932-33 was Rs. 543,480 while, as a result of the reorganization and reduction of staff in 1933, the cost in 1934-35 was Rs. 385,350.

759. *Investigations by a Forestry Expert in 1935.*—The Government decided towards the end of 1934 to secure the services of a Forestry Expert to examine the forest policy of the Island and to advise on the organization necessary to carry out the policy recommended. Mr. H. G. Champion, a Deputy Conservator of

Forests of the Indian Forest Service, who was appointed for the purpose, issued his report in April, 1935—Sessional Paper VII. of 1935. The organization recommended by him was :—

Conservator of Forests	..	..	..	1
Deputy Conservator of Forests	..	..	..	1
Senior Assistant Conservators of Forests	..	..	..	9
Junior Assistant Conservators of Forests	..	..	..	5
Accountant	..	..	..	1
Foresters	..	..	..	10
Forest Rangers	..	..	..	52
Range Assistants	..	..	..	20
Head Forest Guards	..	..	..	12
Forest Guards	..	..	..	120

No recommendations were made regarding the cadre of the minor grades.

The Executive Committee for Agriculture and Lands, which considered Mr. Champion's report, issued thereafter a report containing its own recommendations—Sessional Paper XI. of 1936. The Committee did not consider it necessary to have a post in the grade of Deputy Conservator of Forests, but agreed that there should be a selection grade of one post with a special salary for the promotion of a deserving officer of the grade of Assistant Conservator. The Committee also agreed that a small increase in the executive staff of the department, with strengthening of the grade of Range Assistant, was necessary.

The Select Committee of the State Council appointed to consider the Reports of the Salaries and Cadres Commission made no recommendations regarding the cadre of the Forest Department as, at the time of their sitting, Mr. Champion's proposals regarding the Government's forest policy were the subject of discussion by the Executive Committee for Agriculture and Lands and the then Conservator of Forests.

Since the issue of the Executive Committee's report in 1936 the question of the cadre of the Department has been under discussion.

760. *Present Organization.*—The Department, as at present organized, consists of a Head Office in Colombo and four Administrative Divisions as follows :—

- (1) The Dry Zone Division, comprising the Northern, North-Central and Eastern Provinces;
- (2) The North-Western Division, comprising the North-Western Province, the Matale District and portions of the Colombo and Kegalla Districts;
- (3) The South-Western Division, comprising the Southern Province, Kalutara District, Ratnapura District and the remaining portions of the Colombo and Kegalla Districts; and
- (4) The Up-country Division, comprising the Kandy and Nuwara Eliya Districts and the Uva Province.

Each of these four Divisions is in charge of an Assistant Conservator of Forests, called the Divisional Forest Officer. The Divisions are in their turn sub-divided into Ranges, in charge of Foresters or Forest Rangers, called Range Forest Officers. The Ranges are again sub-divided, mainly for purposes of protection, into Beats in charge of Head Forest Guards or Forest Guards, called Beat Forest Officers. Apart from the staff based on this territorial basis, there are also a few Forest Guards in charge of Checking Stations, and a few Plantation Overseers in charge of forest plantations which the Department has raised from time to time artificially under schemes of re-afforestation in scattered areas. In addition, there are also a few Game Rangers, Guards and Watchers appointed to look after the National Reserves and Sanctuaries created under the New Fauna and Flora Protection Ordinance, which is now administered by the Forest Department.

761. We give below the staff provided for the Department in the 1938-39 Estimates and the actual existing strength:—

Grade.	1938-39 Estimates.	Actual Strength at present.
Conservator of Forests	1	1
Deputy Conservator of Forests	1	—
Assistant Conservators of Forests	8	7
Junior Assistant Conservators of Forests	5	3
Office Assistant and Accountant	1	1
Clerks	56	56
Foresters	10	9
Forest Rangers	47	46
Draughtsmen	3	3
Depot-keepers	1	1
Range Assistants	35	24
Head Forest Guards	10	9
Forest Guards	90	89
Bookbinder	1	1
Watchers	7	6
Arachchi, Cycle Orderly and Peons	19	18
Labourers	10	9
<i>Fauna and Flora Protection Staff.</i>		
Forest Rangers	3	2
Forest Guards	8	7
Watchers	48	37

762. *Proposals of the Acting Conservator of Forests.*—At our request, Mr. V. Coomaraswamy, Acting Conservator of Forests, recently carried out a close examination of the present organization, staffing and operative methods of the Department. He has furnished us with a memorandum containing the conclusions he has arrived at as a result of his investigations. He considers that the organization of the Department should be generally on the lines recommended by Mr. Champion, the Forestry Expert, but that for some years it will not be necessary to fill all the posts recommended by him. We have discussed these proposals with him, and our recommendations are embodied in the succeeding paragraphs.

763. *Superior Staff at Headquarters.*—In addition to the Conservator of Forests, there are now in the Head Office three Assistant Conservators of Forests, each in charge of a special branch of work. One is in charge of Silviculture, another is in charge of Working Plans and the third is in charge of Utilization and Exploitation. Under this arrangement the Head of the Department has the assistance of three senior Assistant Conservators who are directly in charge of the three main branches of the Department's activities. We do not, therefore, consider it necessary to have another senior officer in the Head Office designated Deputy Conservator of Forests. The case for the retention of the post of Deputy rests on three considerations: firstly, he is a general assistant to the Head of Department in matters of general policy and administration which have to be dealt with personally by him. Secondly, the Deputy will attend to routine and other urgent work of the Conservator when the latter is not in Colombo on long circuits. The Acting Conservator agrees with us that this does not provide full time work for a Deputy. Moreover, when the Conservator is on circuit one of the Assistants attached to the Head Office can deal with urgent and routine matters with the assistance of the Accountant who, we understand, now functions also as an Office Assistant. Thirdly, the post of Deputy is considered necessary to provide a promotion grade to Assistant Conservators. We grant that this is an important consideration, but we are of opinion that it can be met without having to retain the special post of Deputy.

We recommend that the post of Deputy Conservator, which is now vacant should be suppressed. The Acting Conservator, while not opposing the suppression of the post of Deputy as such, requests that the posts in the grade of Assistant Conservator should be divided into Grade I. and Grade II., 2 posts at least being placed in Grade I. on a higher salary scale than the existing scale which should be attached to Grade II. The scale of salary recommended by

him for Grade I. is the scale sanctioned for the grade of Deputy Conservator which originally consisted of 5 posts but which, in consequence of the retirement of officers in that grade and of retrenchment, was gradually reduced to one, no promotion having been made to the grade of Deputy Conservator from the grade of Assistant Conservator since 1933. In view of the fact that we have secured agreement for the suppression of the post of Deputy Conservator, we agree, for the present, to the placing of one of the posts of Assistant Conservator in Grade I. on a higher salary scale with the title of Senior Assistant Conservator. The questions of the number to be placed in Grade I. and the salary scale to be attached to it, in so far as they affect future entrants, are dealt with in our Report on Salaries, Allowances, &c.

764. *Divisions.*—The sanctioned strength in the grade of Assistant Conservator is 8. At present one of these posts is vacant. Of the remaining 7, 3 are in the Head Office and 4 are in charge of the 4 Divisions into which the Island is at present divided. The Acting Conservator is of opinion that the vacant post of Assistant Conservator should be filled, as an officer is required to be placed in charge of a fifth Division which is proposed to be created. The present Dry Zone Division is considered to be too large for one officer. We observe that Mr. Champion himself stated in 1935 that it was advisable to make two Divisions of the Dry Zone. The Executive Committee agreed with Mr. Champion that there should be 5 Divisions instead of 4, and that the Dry Zone Division should be divided into two, one to comprise the Northern and North-Central Provinces and the other to comprise the Eastern Province. We have no objection to the creation of the new Division, and we agree to allow the 8 posts in the Assistant Conservator grade to remain.

765. *Junior Assistant Conservators.*—Provision is contained in the 1938-39 Estimates for 5 posts in this grade. The actual number in the Department at present is 3. The Acting Conservator states that for some years two, or at any rate one, of these Junior Assistant Conservators will be required to assist in the preparation of Working Plans and for special work in various Divisions. At present all the three are so engaged. Further, two officers will be required for leave and other contingencies.

Mr. Champion recommended the stationing of Junior Assistant Conservators to assist the Divisional Forest Officers in the larger Divisions. The Acting Conservator does not consider this essential at present, and proposes to station a Forester or a Senior Forest Ranger in each Division to provide such assistance. We are of the opinion that a reserve of 3 officers in the Junior Assistant Conservator grade for special work and for acting for officers proceeding on leave will be sufficient to satisfy the present requirements of the Department. We, therefore, recommend the suppression of the two new posts, which remain unfilled. The Acting Conservator agrees to this proposal.

766. *Subordinate Grades.*—(i.) The Acting Conservator has proposed the following reductions and increases in the subordinate grades of his staff:—

Grade.	Sanctioned Staff.	Actual present Strength.	Proposed Staff.	Reduction.	Increase.
Clerks :					
Class I.	2		Class I.	2	
Class II.	18		Class II.	15	
Class III.	36		Class III.	33	
Foresters	56	56	50	6	
Forest Rangers	10	9	8	2	
Range Assistants	47	46	35	12	
Head Forest Guards	35	24	24	11	
Forest Guards	10	9	10		
Watchers	90	89	96		6
Peons	7	6	2	5	
Labourers	17	16	16	1	
	10	9	9	1	

(ii.) The sanctioned number of 47 in the grade of Forest Ranger includes 9 officers attached to the Government Agents since 1934 when the Government Agents took over the " Other Crown Forests ". It was intended to remove these officers at a later stage as soon as the Headmen became sufficiently acquainted with forest duties. The Acting Conservator reports that the last Government Agents' conference has agreed to the removal of these Rangers. He proposes to take the 9 officers back to the Forest Department and suppress an equal number of posts in that grade.

(iii.) The Acting Conservator has informed us that the sanctioned numbers in the Forester and Forest Ranger Grades can be reduced at once by 1 and 9 respectively, and that a further reduction of 1 Forester and 3 Forest Rangers will be effected by about January, 1940, when the work relating to certain Working Plans, on which the officers are now employed, is expected to be completed.

(iv.) The Acting Conservator's proposals include an increase in the number of posts in the grade of Forest Guard from 90 to 96. He states that this increase is necessary to replace some of the Range Assistants, whose posts are proposed to be retrenched, by officers of a cheaper grade.

We accept the proposals of the Acting Conservator.

767. *Staff for Fauna and Flora Protection.*—The Conservator of Forests is the Warden under the Ordinance in addition to his normal duties and is assisted in this work by one of the Assistant Conservators of Forests in the Head Office who functions as Deputy Warden in addition to his own duties. The sanctioned field staff for this work consists of 3 Forest Rangers, 8 Forest Guards and 48 watchers. The actual strength at present, however, is made up of 2 Forest Rangers, 7 Forest Guards and 37 Watchers. The Acting Conservator informs us that under the Fauna and Flora Protection Ordinance which came into force in March, 1938, a number of new areas have been proclaimed as National Reserves and Sanctuaries. He, however, considers that 3 Forest Rangers, 8 Forest Guards and 42 Watchers will be sufficient for adequately carrying out the duties of protecting the existing National Reserves and Sanctuaries and an additional one likely to be created next year. He has, therefore, agreed to the reduction of the staff provided under this category by 2 Forest Guards and 6 Watchers.

The Conservator of Forests has told us further that when the work under this Ordinance develops it would probably be necessary to have a full time Deputy Warden to assist him as the Assistant Conservator of Forests who is now attending to this work finds it difficult to spare sufficient time to deal adequately with it. The Advisory Committee has recently been pressing upon the Warden (*i.e.*, the Conservator) the necessity for the appointment of a full time Deputy Warden. We do not, however, think that such a post should be created at present.

768. *Summary.*—The following is a summary of the reductions in staff proposed in the foregoing paragraphs:—

Grade.	Sanctioned Staff.	Actual present Strength	Proposed Staff.	Reduction.	Increase.
Deputy Conservator ..	1	—	—	1	—
Junior Assistant Conservators ..	5	3	3	2	—
Clerks ..	56	56	50	6	—
Foresters ..	10	9	8	2	—
Forest Rangers ..	47	46	35	12	—
Range Assistants ..	35	24	24	11	—
Head Forest Guards ..	10	9	10	—	—
Forest Guards ..	90	89	96	—	6
Watchers ..	7	6	2	5	—
Peons ..	17	16	16	1	—
Labourers ..	10	9	9	1	—

Fauna and Flora Protection Staff.

Forest Rangers ..	3	2	3	—	—
Forest Guards ..	8	7	8	—	—
Watchers ..	48	37	42	6	—

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769. *Other Charges*.—The Acting Conservator of Forests has agreed to the following reductions in the annual provision under "Other Charges":

Sub-head.	1938-39 Estimates. Rs.	Proposed Reduction. Rs.	Remarks.
2. Travelling ..	80,000	7,500	This reduction will be effected only when the Forest Rangers proposed to be retrenched are transferred for other work or absorbed into the reduced cadre of the Department
3. Stationery, Office Furniture and Office Requisites	4,500	1,555	
7. Cutting and Converting Timber ..	20,000	4,000	
10. Surveys and Demarcations ..	30,000	15,000	
11. Sowing and Planting ..	100,000	20,000	
12. Destruction of Wild Animals	2,000	500	
13. Contribution to the Imperial Forestry Institute ..	4,184	2,934	
16. Technical Training of Forest Rangers ..	8,000	8,000	
		59,489	

770. *Savings*.—The reductions recommended are estimated to produce the following savings:—

Personal Emoluments:

	Rs.	Rs.
Salaries:		
1 Deputy Conservator of Forests	15,750	
2 Junior Assistant Conservators of Forests	10,560	
3 Clerks, Class II.	5,580	
3 Clerks, Class III.	2,520	
2 Foresters	7,200	
12 Forest Rangers	22,320	
11 Range Assistants	8,520	
11 Watchers	3,896	
1 Peon	372	
1 Labourer	270	
	76,788	
Less:	Rs.	
(a) Increased salary to one of the Assistant Conservators of Forests	5,250	
(b) 6 additional Forest Guards	2,700	
	7,950	68,838
Allowances:		
Rent allowance	4,000	
Duty allowances to Rangers, Yala and Wilpattu (details of which appear in our Report on Salaries, Allowances, &c.)	240	
	4,240	
<i>Other Charges</i>		59,489
		132,567

Head 47.—Registrar of Co-operative Societies.

771. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

		Personal Emoluments.		Other Charges.		Total.
		Rs.		Rs.		
1931-32	..	103,269	..	62,682	..	165,951
1932-33	..	114,233	..	53,448	..	167,681
1933-34	..	117,303	..	56,250	..	173,553
1934-35	..	129,503	..	62,867	..	192,370
1935-36	..	140,839	..	74,245	..	215,084
1936-37	..	125,111	..	85,483	..	210,594
1937-38	..	130,007	..	80,519	..	210,526
1938-39 (Estimated)	..	146,042	..	90,638	..	236,680

772. The increases under Sub-head 1, Personal Emoluments, of this Department as compared with the cadre approved by the Select Committee in Sessional Paper XXVIII. of 1935 are the following:—

Class II. clerk	..	..	..	..	1
Class III. clerks	..	..	..	..	2
Class III. clerk of the Railway Clerical Service	..	..	..	..	1
Temporary Officer for inquiring into the question of fragmentation of holdings	..	..	..	..	1

773. The four additional clerks are distributed, one each, among the four offices, viz., the Head Office and the three Assistant Registrar's Offices. The Acting Registrar has agreed to retrench one post of Class III. clerk from the Head Office and does not propose to appoint the temporary officer for inquiring into the question of fragmentation of holdings. We accept these recommendations.

774. He has also recommended the following reductions with which we agree:—

	Rs.
Sub-head 3—Stationery, &c.	425
Sub-head 8—Contribution to Audit and Supervision Fund	4,000

He has further stated that a saving of about Rs. 4,000 will be possible from the next financial year under Sub-head 2—Travelling. This will be effected—

- by abolishing the privilege mileage rate of 20 cents personal to certain Inspectors, and
- by abandoning the present system whereby an Inspector supervises Societies within his own area and audits Societies in the area of the neighbouring Inspector and substituting for it a system whereby each Inspector is made responsible for both the supervision and the audit of Societies within his area. The working of this new system of audit should be carefully watched.

775. The reductions recommended above are estimated to produce the following savings:—

Personal Emoluments:

Salaries:	Rs.
One clerk, Class III. ..	840

Allowances:

Allowance to temporary officer to inquire into fragmentation of peasant holdings ..	864
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Other Charges:

	Rs.
Sub-head 2—Travelling ..	4,000
Sub-head 3—Stationery ..	425
Sub-head 8—Contribution to Supervision and Audit Fund ..	4,000
	<u>8,425</u>
Total ..	10,129

Head 48.—Irrigation Department.

776. The following is a comparative statement of the expenditure under this head from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32	650,210	196,433	846,643
1932-33	617,581	204,666	822,247
1933-34	630,270	220,269	850,539
1934-35	658,775	251,615	910,390
1935-36	648,299	303,663	951,962
1936-37	731,348	361,732	1,093,080
1937-38	754,105	386,683	1,140,788
1938-39 (Estimated)	875,190	468,400	1,343,590

777. The Department as now organized consists of:—

- (a) Head Office
- (b) Divisional and Sub-Divisional Offices
- (c) Training and Research Branch
- (d) Major Constructions Branch.

We deal below with the above divisions of the organisation.

HEAD OFFICE.

778. The superior staff of the Head Office as appearing in the 1938-39 Estimates, and that approved by the Select Committee of the State Council (*vide* Sessional Paper XXVIII. of 1935) are as follows:—

	1938-39 Estimates.	Select Committee.
Director of Irrigation	1	1
Deputy Director of Irrigation	1	1
Irrigation Engineer, Drawing Office	1 (included in— the item 10 Irrigation Engineers)	—
Accountant	1	—

The increase in the superior staff on that recommended by the Select Committee consists of the Irrigation Engineer, Drawing Office, and the Accountant. We are informed that these posts were provided for with the approval of the recent Conference held in connection with the reorganization of this department and presided over by His Excellency the Governor. We agree to the cadre of the Head Office staff appearing in the 1938-39 Estimates but suggest that the necessity for an Accountant should be reviewed in two years' time if the expenditure of the department is then on the decrease. In the meantime, the services of the Accountant should be utilized in such a manner as to justify the post. He must be made responsible for all accounting matters and to function as a financial adviser to the Director of Irrigation and not be relegated to the position of a book-keeper. We were informed by the Director of Irrigation that this officer, in addition to his duties as Accountant, would also function as an Office Assistant. We see no objection to this proposal.

779. *Clerical Staff.*—We give below a statement showing the distribution of the existing clerical staff at the Head Office:—

	Class			Total.
	I.	II.	III.	
Chief Clerk (now in Special Class)	1	—	—	1
General Branch	—	2	5	8
		1 (R'way)		
Finance Branch	—	9	6	15
Works Branch including Drawing Office	—	2	3	5
Record Room	—	—	1	1
	<u>1</u>	<u>14</u>	<u>15</u>	<u>30</u>

The Director of Irrigation has agreed with us that this Staff may be reduced to 26, distributed as follows:—

	Class			Total.
	I.	II.	III.	
General Branch	1	2	3	6
Finance Branch	—	7	5	12
Works Branch including Drawing Office	—	2	2	4
Record Room	—	—	1	1
Typing Branch	—	—	3	3
	<u>1</u>	<u>11</u>	<u>14</u>	<u>26</u>

780. *Chief Clerk.*—This post is now held by an officer in the Special Class though provision in the Estimates is for a Class I. officer. He has been vested with authority normally given to an Office Assistant, and in addition, deals with the work of the Finance Branch, with the assistance of the Chief Finance Clerk.

With the appointment of an Accountant and Office Assistant, the Director of Irrigation has agreed with us that the post of Chief Clerk may be suppressed. We have provided for a Class I. officer in the General Branch to carry out the routine duties now performed by the Chief Clerk.

781. *Typing Branch.*—It will be noted that in our distribution of the Clerical Staff of the Head Office a new Branch for typing has been provided for. This was done as we consider that a Central Typing Branch will make for greater economy as well as efficiency.

782. *Draughtsmen.*—The 1938-39 Estimates provide for 15 permanent and 6 temporary draughtsmen. The Director of Irrigation has pointed out that no reduction is possible. We agree to allow the number of draughtsmen to remain at their present strength.

Divisional and Sub-Divisional Organization.

783. The Island, exclusive of the Western Province, was divided, till recently, into 5 Divisions each in charge of a Divisional Irrigation Engineer. The Western Province was in charge of an Irrigation Engineer directly under the Head Office. In Sessional Paper XXVIII. of 1935 the Select Committee of the State Council agreed with the Director of Irrigation and the Minister of Agriculture and Lands that the number of Divisions should be retained at 5. The number has since been increased to 6, and we are informed that this increase was agreed to at a conference held recently in connection with the reorganization of the Department. The 6 Divisional Offices are each in charge of a Divisional Irrigation Engineer controlling the activities of 27 Executive Sub-divisions, 9 of which are in charge of Irrigation Engineers, 8 in charge of Assistant Irrigation Engineers and 10 in charge of Senior Field Assistants. The Director of Irrigation proposes to reduce the Sub-divisions from 27 to 18 and place each under either an Irrigation Engineer or an Assistant Irrigation Engineer, and we agree that this should be done.

784. The organization of the Irrigation Department is different from that of the Public Works Department in that all major construction works are placed in the charge of special Construction Engineers working directly under the supervision of the Head Office. In view of this arrangement and also of the fact that the proposed 18 Sub-divisions will be placed in charge of qualified Engineers and Assistant Engineers, we considered the feasibility of abolishing the Divisional System, or, alternatively, of reducing the number of Divisions from 6 to 4. It was, however, pointed out to us that a good many of the officers placed in charge of Sub-divisions are not yet sufficiently experienced to permit of the withdrawal of the supervision and control now exercised by the Divisional Engineers. We were also informed that it had been decided to vest Divisional Engineers with greater responsibility in the matters of preparation of designs for works, and of sanctioning expenditure estimates up to a certain limit, and that these changes were made after the Divisional organization was examined at the recent conference. In view

of the necessity to train competent and capable sub-divisional officers in this Department, we have decided to allow, as a temporary measure, the present divisional organization to remain. We would, however, suggest that the position be reviewed at the end of three years.

785. *Sub-divisional Offices.*—The Director of Irrigation has proposed a reduction in the number of sub-divisions from 27 to 18, 8 of these to be in the charge of Irrigation Engineers and 10 in the charge of Assistant Irrigation Engineers. The sub-divisions proposed to be abolished are Mannar, Anuradhapura Village Works, Chilaw, Kegalla, Nuwara Eliya, Koslanda, Thirukovil, Kalutara and Walawe. This arrangement will cause a reduction of 1 Irrigation Engineer in the number provided for in the current year's estimates. We agree to this proposal.

786. *Clerical Staff for Divisional Offices.*—The Director of Irrigation has proposed a staff of 18 clerks to be distributed equally among the 6 Divisional Offices. We agree to this proposal.

787. *Clerical Staff for Sub-divisional Offices.*—The Director has proposed a staff of 24 for the 18 sub-divisional offices. We observe that excepting 6 offices with 2 clerks each the others have only a staff of 1 clerk each. We agree that the staff proposed by the Director might be allowed on the understanding that after the revised scheme has been in operation for some time the necessity for 2 clerks at those offices where provision has been made for such a staff should be investigated with a view to reducing the number to 1 clerk for each Sub-divisional office.

Training and Research Branch.

788. The technical staff of this Branch consists of :

- 1 Engineer Training and Research.
- 1 Assistant Irrigation Engineer Research.
- 1 Laboratory Foreman.
- 1 Assistant Irrigation Engineer Training.

We note that the first 3 officers are permanently attached to this Branch and that the fourth is required only when there are recruits to train. When classes are not being held he is available for work in the field. The Director does not propose any change. We agree to allow the existing cadre to continue.

789. *Clerical Staff.*—The clerical staff provided for this Branch consists of :—

- 1 Clerk in Class II.
- 1 Clerk in Class III.

The Director does not propose any reduction. We agree to allow this number to remain.

Major Constructions Branch.

790. The 1938-39 Estimates provide for the following superior staff for this Branch :

- 1 Chief Construction Engineer Temporary.
- 8 Construction Engineers Temporary.
- 1 Mechanical Foreman.

The Director of Irrigation has pointed out to us that this Branch is staffed with Temporary Engineers and should be reduced or expanded according to needs. We have no observations to make on this.

791. *Clerical Staff, Construction Branch.*—The Director of Irrigation has recommended a staff of 8 clerks. As this Branch is staffed by Temporary Engineers the clerical staff provided should also be temporary. We recommend that the number asked for may be allowed on the understanding that the staff is temporary and subject to adjustment according to requirements.

Field Staff.

792. The 1938-39 Estimates provide for the following Field Staff:—

22 Senior Field Assistants
59 Field Assistants
22 Field Assistants Temporary
1 Irrigation Guardian Grade (I.)

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The Director has pointed out that these officers play a very important part in the constructional output of the Department and that no reduction in the present strength is possible. We agree to the cadre provided for in the Estimates.

Minor Staff.

793. In regard to the Minor Staff, the Director of Irrigation has proposed the following:—

- (a) The abolition of the posts of 120 messengers and the increase of the number of orderlies from 23 to 25. Officers of the Engineering Grade are provided with orderlies on a salary of Rs. 260 per annum and officers of the field grade with messengers at the rate of Rs. 180 per annum, the total number employed being 23 orderlies and 120 messengers. The Director pointed out that the abolition of this grade of employees has been previously advocated more than once, and recommended their abolition except in the case of paying officers who have to travel with Government moneys in their charge. This means that no officer will be provided with messengers except 18 Sub-divisional officers, and 7 (Temporary) Construction Engineers who will have an orderly each.
- (b) The reduction of the number of daily-paid minor employees is indicated below:—

			Existing Strength.		Reduced Strength.
Night Watchers	..	..	14	..	13
Tappal Labourers	..	..	7	..	6
Store Peons	..	..	27	..	18

Seconded Officers.

794. Provision has been made for the following seconded officers in the 1938-39 Estimates:—

- 13 Cultivation Officers.
7 Village Tank Inspectors.
5 Irrigation Overseers.
50 Wewalekamas and Minor employees.

In regard to these officers and Minor employees the Director of Irrigation has pointed out that although the provision for this staff appears in his estimates, they are employed by Revenue Officers. He has therefore suggested that they should be deleted from his Estimates and found a place elsewhere. The 1938-39 Estimates also contain provision for the training of 43 Village Cultivation Officers who are expected to replace the Cultivation Officers and Village Tank Inspectors seconded from the Irrigation Department. As the departmental officers will eventually revert, we do not agree with the proposal to remove them from the Estimates under this Head.

795. *Village Cultivation Officers.*—The 43 Village Cultivation Officers form the nucleus of a new service. We understand that the following is the proposed distribution of this staff:

Province.		To replace existing Officers.		New Additions.
Western Province	..	Nil.	..	1 for general supervision work.
Central Province	..	Nil.	..	2 for general supervision work in Matale District.

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Province.	To replace existing Officers.	New Additions.
Southern Province	.. 3 on special schemes in Hambantota District. .. 1 for Village Tanks in Hambantota District. .. 1 to take over the work of Muhandiram, West Giruwa pattu—post suppressed.	1 for general supervision work in Matara District.
Northern Province	.. 1 for Karachchi Scheme 2 for Tanks in Mannar District	1 for general supervision work in Jaffna Peninsula 1 for Akattimurippu Scheme in Mannar District. 4 for general supervision work in Mullaitivu District. (1 for Vavuniya North. 2 for Vavuniya South. 1 for Maritime pattu.) 2 for general supervision work in Batticaloa District. 1 for general supervision work in Trincomalee District.
Eastern Province	.. 4 for Schemes in Batticaloa District. .. 2 for Schemes in Trincomalee District	1 for general supervision work in Trincomalee District.
North-Western Province	1 for Deduru-oya in Kurunegala District	1 for Tabbowa. 1 for Mediyawa. 1 for Magallawa. 2 for general supervision work in Puttalam and Chilaw.
North-Central Province	6	.. 1 for general supervision work.
Uva Province	.. Nil.	.. 5 for general supervision work—1 for each Chief Headman's Division.
Sabaragamuwa Province	Nil.	.. 1 for general supervision work.
Total	.. 21	25 (Actual provision was made for only 22).

Of the 22 new posts provided for, only 4 are for work on Special Schemes. The remaining 18 are for general supervision. We have discussed the matter with the Minister for Agriculture and Lands who has agreed that this number could be reduced by 8 and that only 10 be recruited for general supervision work. The details of the areas to which they would be attached will be worked out by the Ministry in consultation with the Revenue Officers. On this basis the provision necessary will be for only 35.

We further recommend that these officers should not be recruited except in anticipation of vacancies and as and when the Director of Irrigation is able to absorb the seconded officers back into his Department.

General.

796. We give below a summary of our recommendations relating to cadre in so far as they affect the 1938-39 Estimates:—

	Number provided in 1938-39 Estimates.	Number recommended.	Reduction.	Remarks.
Irrigation Engineers	10	9	.. 1	
Clerks :				
Class I.	1	Class I. 1		
Class II.	24	Class II. 21		
Class III.	54	Class III. 56		
Railway	7			
	86	78	.. 8	
Orderlies	.. 23	.. 25	.. —	Increase by 2
Messengers	.. 120	.. —	.. 120	
Daily Paid Minor Employees :				
Office Peons	8	Office Peons 8		
Night Watchers	14	Night Watchers .. 13		
Tappal Labourers	7	Tappal Labourers 6		
Peons	27	Peons 18		
	56	45	11	

797. *Other Charges*.—The Director of Irrigation has agreed to the following reductions in the provision in the 1938-39 Estimates for "Other Charges":—

	Provision in 1938-39 Estimates.	Provision agreed to.	Reduction.
	Rs.	Rs.	Rs.
Sub-head 2, Travelling	175,000	145,000	30,000
„ 3, Stationery, office furniture, and office requisites	17,900	10,500	7,400
„ 4, Instruments, tools, and field plant	75,000	50,000	25,000*
„ 9, Rent of Offices and stores	2,500	2,000	500
„ 10, Incidental Expenses	3,500	3,000	500
„ 11, Supply and renewals of furniture and equipment of Circuit bun- galows	1,000	750	250
		Total ..	63,650

798. *Savings*.—The reductions recommended by us are estimated to produce the following savings:—

Personal Emoluments.—

	Rs.	Rs.
Salaries:		
1 Irrigation Engineer	10,800	
3 Clerks, Class II.	4,752	
5 Clerks, Class II. (Railway Clerical Service) Difference in salaries of 2 Clerks Railway Clerical Service, Class II., to be replaced by clerks Class III. General Clerical Service	9,100	
120 Messengers	1,960	
11 Daily paid Minor Employees	21,600	
	4,054	
Less provision for 2 additional orderlies		52,266
		540
		51,726
Allowances:		
Rent Allowance (approximately)		1,581
Other Charges		63,650
	Total ..	116,957

Head 49.—Irrigation Annually Recurrent.

799. Provision is made under this Head for expenditure on the following:—

- (i.) Maintenance of completed Crown irrigation works and flood protection schemes in charge of the Irrigation Department;
- (ii.) Maintenance of Government Buildings used as officers' quarters, circuit bungalows, offices, labour lines, stores, &c.;
- (iii.) Maintenance and repair of masonry works of village tanks (the earthworks of which are done by villagers);
- (iv.) Maintenance of agricultural roads opened under various irrigation schemes.

800. The expenditure on Irrigation Annually Recurrent since 1931-32 has been as follows:—

	Rs.
1931-32	304,474
1932-33	332,816
1933-34	310,958
1934-35	314,961
1935-36	347,558
1936-37	362,565
1937-38	371,169
1938-39 (Estimated)	397,500

* This reduction will be made provided the Department purchases the special plant required for the construction branch.

801. The expenditure has been gradually increasing due to the fact that the number of irrigation works, buildings, roads, &c., that have been completed and taken on maintenance by the department have steadily increased since 1931-32. This expenditure is, however, partly set-off by Irrigation Rates, which are recovered and credited to General Revenue. The credits to General Revenue have been as follows:—

				Rs.
1931-32	..	..	..	174,428
1932-33	..	..	..	155,540
1933-34	..	..	..	182,254
1934-35	..	..	..	87,243*
1935-36	..	..	..	51,406*
1936-37	..	..	..	70,746*
1937-38	..	..	..	110,330
1938-39 (Estimated)	..	..	..	216,400

802. We have examined several proposals for effecting economy in expenditure under this Head, and we recommend the adoption of the following, which have been agreed to by the Acting Director of Irrigation:—

(i.) *Circuit Bungalows*.—There are 29 Circuit Bungalows maintained by the Department. The Acting Director was of the opinion that about 12 of these bungalows, which are not frequently used by his officers, were not essential for the working of the Department, and he had no objection to these being put to other use or closed down, thus reducing the expenditure of the Department on maintenance of buildings. We consider that the Circuit Bungalows which are not required by the Department should, where possible, be transferred to other departments who may require them, or other suitable steps taken for their disposal. New circuit bungalows should not be erected, or the existing ones replaced unless they are considered to be absolutely essential for the efficient working of the Department.

(ii.) *Agricultural Roads*.—The average expenditure on maintenance has risen from Rs. 382 per mile in 1931-32 to nearly Rs. 400 in 1937-38. The department maintains approximately 162 miles of Agricultural roads and a sum of Rs. 70,000 has been provided for this purpose in the 1938-39 Estimates. The Acting Director, with whom we discussed this question, had no objection to reducing the expenditure on road maintenance as a retrenchment measure, provided that the Government would be content with a lower standard of maintenance. We consider that the expenditure on maintenance of roads should be reduced by 25 per cent. the average rate per mile being kept within Rs. 300. We also consider that tarring of these roads should not be carried out on maintenance votes. Tarring is an improvement to these roads, and should be met out of the vote for "Improvements to departmental roads", which is provided under "Irrigation Extraordinary".

Head 50.—Irrigation Extraordinary.

803. Provision is made under this Head for expenditure on improvements to departmental roads, buildings, major and minor irrigation, flood protection, salt water exclusion and drainage Schemes, &c., and the cost of construction of such works as are not met out of Loan Funds. The annual expenditure under this Head since 1931-32 has been as follows:—

				Rs.
1931-32	..	..	..	281,668
1932-33	..	..	..	137,118
1933-34	..	..	..	347,958
1934-35	..	..	..	470,474
1935-36	..	..	..	719,007
1936-37	..	..	..	530,219
1937-38	..	..	..	679,418
1938-39 (Estimated)	..	..	..	547,491

* The fall is due to waivers on account of distress, &c.

804. The procedure for the preparation, presentation and handling of schemes carried out by the Irrigation Department has recently been examined and rules of procedure have been drawn up by the Financial Secretary in collaboration with the Minister for Agriculture and Lands and approved by His Excellency the Governor.

The observance of these rules should provide adequate financial control over expenditure as the Treasury is expected to examine the economies and financial aspects of each scheme on the following lines:—

- (i) In large works where the cost exceeds Rs. 100 per irrigable acre, after the preliminary report is made and before the final investigation, if it is decided by the Minister to go on with the scheme, the matter will be referred to the Treasury for examination.
- (ii) When the final report has been prepared and sent to the Minister, the latter will refer it to the Financial Secretary for advice on the financial aspects of the project before he takes action.
- (iii) After the State Council votes the necessary funds and work on the scheme is ready to commence, Expense Estimates of each stage or section will be passed to the Treasury by the Minister for examination before he approves them.
- (iv) In the case of minor or village works costing more than Rs. 10,000 the Minister will refer the matter with a detailed report to the Treasury for comments before taking further action.

805. In connection with expenditure that is being incurred under Irrigation Extraordinary we observe that:—

- (i) The Indian Irrigation Engineers—Messrs. Ramalingam Ayyar and Rajagopal Narasinha Ayyangar—in their report on the Parakrama Samudra Irrigation Scheme state that cement and cement concrete are being preferred to masonry for abutments wing walls, &c., and express the opinion that “cement concrete may be preferred for the smaller scattered masonry works in the jungle area such as small pipe sluices, culvert walls, &c., on a consideration of the difficulty of securing suitable skilled masons for such small isolated works and of supervising their works, but in the case of the larger masonry works, the possibility of using masonry concentrating the available mason labour may be explored”.

They also state “the estimates do not indicate the proportion of cement to sand in the mortar used for the masonry works. But it is understood that it is 1 : 2½. Except for special sections and for re-inforced concrete work, the use of a proportion of 1 : 4 would result in sensible economy. The main mass of the dam of 200 ft. high in places, of the huge Mettur Reservoir in Madras has been constructed of rubble masonry with cement mortar 1 : 4. On a rough estimate, masonry of this kind is likely to cost about Rs. 55 per cube against Rs. 70 for concrete provided for in the Estimates”.

Another possible method of reducing cost, they mention, is the exploration of lime production. Where Kankar limestone is available in the vicinity they suggest the using of Suriki (powdered brick) lime mortar for masonry except where cement concrete is indicated.

The above suggestions made by the Indian Irrigation Engineers, though made with special reference to the Parakrama Samudra Irrigation Scheme, are applicable to the majority of the schemes undertaken by the Irrigation Department. We recommend that they should be carefully examined by the Department with a view to adoption wherever practicable.

- (ii) The quarters erected for Overseers in the Irrigation Department are estimated to cost Rs. 3,000 each. We consider that less expensive quarters should suffice for housing this class of officer, and suggest that Rs. 1,500 which is approximately midway between the cost of erecting Government quarters of the Public Works Department Type Plans Nos. 4 and 5, is about the maximum that should be incurred.

Summary of Savings.

806. The following is a summary of the savings effected in the Departments under the Minister of Agriculture and Lands:—

	Rs.
Minister of Agriculture and Lands	6,200
Commissioner for Development of Agricultural Marketing	14,521
Land Commissioner	2,040
Land Settlement	37,982
Survey Department	546,080
Agriculture	161,160
Forest Department	132,567
Registrar of Co-operative Societies	10,129
Irrigation Department	116,957
	<u>1,027,636</u>



CHAPTER IX.

THE COMMITTEE FOR LOCAL ADMINISTRATION.

807. The following is a comparative statement of the expenditure of all the departments under the Committee for Local Administration in 1931-32 and 1937-38:—

	Expenditure in 1931-32.			Expenditure in 1937-38.		
	Personal Emoluments.	Other Charges.	Totals.	Personal Emoluments.	Other Charges.	Totals.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Minister for Local Administration ..	15,893..	508..	16,401..	26,739..	1,372..	28,111
Commissioner of Local Government Registrar of Motor Cars ..	37,249..	2,540,813..	2,578,062..	75,187..	2,633,414..	2,708,601
Salt and Mineralogy Department of Fisheries ..	85,965..	12,328..	98,293..	99,633..	12,979..	112,612
Schemes assisted by the Colonial Development Fund ..	118,729..	452,892..	571,621..	124,579..	353,501..	478,080
	63,282..	27,554..	90,836..	18,444..	12,408..	30,852
	— ..	— ..	— ..	— ..	36,812..	36,812
	321,118	3,034,095	3,355,213	344,582	3,050,486	3,395,068

The expenditure in 1937-38 of the departments under the Minister for Local Administration shows an increase of Rs. 39,855 over the expenditure in 1931-32. Of this amount, Rs. 23,464 is due to increase in Personal Emoluments and the balance, Rs. 16,391, to increase in expenditure on Other Charges. Increases in Personal Emoluments have occurred in all departments except the Department of Fisheries, where an appreciable reduction has been effected. The rise in Personal Emoluments is the result of normal increments to officers and increases in cadre, which are referred to under their respective Heads. The increase in Other Charges would be small if the expenditure under the Head, "Schemes assisted by the Colonial Development Fund", which is a grant from the Fund in question, is excluded. The reduction in expenditure that has been effected under the Heads, Salt and Mineralogy, and Fisheries is appreciable, but is offset by the increase under the Head, Commissioner of Local Government.

Head 51.—Minister for Local Administration.

808. The following is a comparative statement of the expenditure of this Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32 ..	15,893 ..	508 ..	16,401
1932-33 ..	15,330 ..	871 ..	16,201
1933-34 ..	15,662 ..	1,181 ..	16,843
1934-35 ..	21,916 ..	1,249 ..	23,165
1935-36 ..	22,043 ..	1,109 ..	23,152
1936-37 ..	22,235 ..	825 ..	23,060
1937-38 ..	26,739 ..	1,372 ..	28,111
1938-39 (Estimated) ..	23,789 ..	2,500 ..	26,289

809. The permanent Secretary to the Minister for Local Administration is the Commissioner of Local Government. He is at present on leave and an officer in Class II. of the Civil Service is acting exclusively as Secretary.

We understand that this is only a temporary arrangement.

The staff provided for in the 1938-39 Estimates is as follows:—

Clerks: Class II.	..	..	..	2
Stenographer	..	..	..	1
Peon	..	..	..	1
Cycle Orderly	..	..	..	1

One post of clerk is a new appointment. The Minister has agreed that, in view of the fact that there is now a separate Secretary, the new post need not be filled for the present.

Head 52.—Commissioner of Local Government.

810. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	37,249	2,540,813	2,578,062
1932-33.	44,054	2,489,691	2,533,745
1933-34	45,760	2,587,298	2,633,058
1934-35	41,603	2,466,130	2,507,733
1935-36	50,724	2,502,169	2,552,893
1936-37	57,847	2,455,781	2,513,428
1937-38	75,187	2,633,414	2,708,601
1938-39 (Estimated)	113,459	2,811,117	2,924,576

811. The establishment recommended for this department by the Select Committee of the State Council in Sessional Paper XXVIII. of 1935 was as follows:—

Commissioner (C.C.S., Class I.)	1
Assistant Commissioner	1
Office Assistant	1
Superintendents of Village Works	9
Clerks (General Clerical Service):	
Class I	2
Class II.	2
Class III.	6
Peons	10
Labourer	2
	1

812. The above establishment has had to be augmented from time to time to cope with the increase in the activities of the department. The statement below shows the gradual progress of staff additions:—

	1935-36.	1936-37.	1937-38.	1938-39.
Commissioner, C.C.S., Class I., Grade II.	1	1	1	1
Assistant Commissioner	—	—	1	1
Office Assistant	1	1	1	1
Accountant	—	1	1	1
Local Government Valuer	—	—	1	1
Town Planner	—	1	1	1
Temporary Inspector	—	—	—	1
Temporary Assistant Inspectors	—	—	—	2
Superintendents of Village Works	7	7	9	11
Draughtsman	—	—	—	1
Clerks (General Clerical Service):				
Class I.	2	2	2	2
Class II.	2	2	3	4
Class III.	6	7	8	12
Peons	10	11	13	18
Labourer	3	3	3	4
	1	1	1	1

813. It will be observed that the increases in the existing establishment on that recommended by the Select Committee consist of:—

- 1 Accountant
- 1 Local Government Valuer
- 1 Town Planner
- 1 Temporary Inspector
- 2 Temporary Assistant Inspectors
- 2 Superintendents of Village Works
- 1 Draughtsman
- 8 Clerks
- 1 Peon

The appointments of the Accountant, Local Government Valuer, and Town Planner have been made in accordance with the recommendation of the Donoughmore Commission which was of the opinion that this staff should be available to

assist the administrative authorities at headquarters in the preparation and execution of schemes and the despatch of their daily business, and the various local bodies in the development and modernization of their administration in accordance with their varying needs and capacities.

The Temporary Inspector, 2 Temporary Assistant Inspectors, Draughtsman and Peon were appointed to the branches of the Local Government Valuer and Town Planner.

The 2 Superintendents of Village Works were appointed in accordance with the policy of Government to provide in each Revenue District a technical adviser available for assistance to the local authorities in that District.

The 8 Clerks were required for the clerical work of the Town Planner and the Local Government Valuer and to meet additional work at the Head Office.

814. The activities of the Department, which are growing, make it impracticable to reduce the existing establishment. To cope with the increased activities we have agreed to recommend the following additional staff for 1939-40:—

- 1 Assistant Local Government Valuer
- 1 Clerk, Class III.
- 3 Temporary Assistant Inspectors.
- 2 Superintendents of Village Works.

The post of Assistant Local Government Valuer is being created in order to provide a suitable officer to be trained to succeed the Local Government Valuer who is an officer on agreement. The increase in the clerical staff is necessitated by the additional work arising out of several new Ordinances.

We also agreed that, if the preliminary work to bring these Ordinances into operation causes any serious congestion of work, the Commissioner of Local Government should be free to apply for further temporary clerical assistance. In spite of the necessity to increase the clerical staff, the Commissioner has agreed with us that one of the Class I. clerks now on the establishment could be replaced by a Class II. clerk. We recommend this alteration in the grading of the clerical staff, which for 1939-40 would consist of 19 clerks, made up as follows:—

Class I.	..	..	..	..	..	1
Class II.	..	..	..	..	..	5
Class III.	..	..	..	..	..	13
						19

The 3 Temporary Assistant Inspectors are required to assist the Local Government Valuer in the assessment of properties for rating. The Inspectors and Assistant Inspectors engaged on this work are employed temporarily and the number carried at any time should be strictly regulated to the work in hand.

The 2 Superintendents of Village Works have been allowed in accordance with the policy of Government gradually to increase this class of officer till each Revenue District is provided with a Superintendent to advise Local Authorities in the district on technical matters.

815. We recommend that the Treasury should review the necessity for the continuance of such a large staff after the activities of the department have been stabilised.

816. *Local Government Valuer.*—The Estimates for 1938-39 provide for a Local Government Valuer (salary: Rs. 12,000 to 18,000) under the Department of Local Government, in addition to a Valuation Division of the Treasury with the Government Valuer (salary: Rs. 10,200—15,000) at its head. The Government Valuer has recently retired and we consider this a suitable opportunity to amalgamate the two branches under one head. The amalgamation, besides obviating the necessity for two senior technical officers, will cause a reduction in travelling expenses by eliminating dual journeys and prevent overlapping and duplication of records. The Minister for Local Administration and the Deputy Financial Secretary

are in agreement with this view. We understand that the Treasury and the Ministry are now engaged in drawing up details of the organization of the new combined office for General Valuation and Rating. We recommend that the proposal be given effect to as early as possible.

Head 53.—Registrar of Motor Cars.

817. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32	85,965	12,328	98,293
1932-33	77,400	9,485	86,885
1933-34	77,313	8,898	86,211
1934-35	80,878	15,636	96,514
1935-36	86,881	12,496	99,377
1936-37	92,283	11,960	104,243
1937-38	99,633	12,979	112,612
1938-39 (Estimated)	129,109	22,061	151,170

818. This Department was under the Registrar-General, who was also Registrar of Motor Cars, till July, 1938, when it was found necessary to place it under a whole-time Registrar of Motor Cars and strengthen its establishment owing to the considerable increase in work arising from the system of centralized control of motor transport. The additions to the staff then sanctioned consisted of:—

- 1 Registrar of Motor Cars
- 3 Examiners of Motor Cars
- 9 Clerks
- 1 Bookbinder
- 2 Peons

819. The additional clerical staff was found inadequate to cope with the increase in work and in December, 1938, we agreed to the appointment of an extra clerk. The existing establishment consists of:—

Registrar of Motor Cars, Ceylon Civil Service, Class II.	..	1
Assistant Registrar of Motor Cars	..	1
Chief Examiner of Motor Cars	..	1
Examiners of Motor Cars	..	18
Clerks:		
Class I.	..	1
Class II.	..	7
Class III.	..	33
		41
Stenographer	..	1
Bookbinders	..	2
Peons	..	9
Watcher	..	1
Labourer	..	1

820. We have agreed to an additional labourer being provided in the 1939-40 Estimates. In other respects the establishment we recommend for 1939-40 is the same as that now existing, except that the number of bookbinders should be reduced from two to one. The Registrar of Motor Cars has agreed to this reduction which is estimated to produce a saving of Rs. 420 per annum.

It may be possible to effect further reductions in staff when the work of this Department is more stabilised. We consider that the establishment recommended by us for 1939-40 should be reviewed, with a view to effecting further economy, after the new Motor Car Ordinance (No. 45 of 1938) has been in operation for about a year.

Head 54.—Salt and Mineralogy.

821. The following is a comparative statement of the expenditure under this Head from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total Rs.
1931-32	118,729	452,892	571,621
1932-33	125,453	233,456	358,909
1933-34	123,785	889,702	1,013,487
1934-35	113,190	472,560	585,750
1935-36	116,989	474,553	591,542
1936-37	118,121	532,360	650,481
1937-38	124,579	353,501	478,080
1938-39 (Estimated)	149,185	559,093	708,278

The abnormal rise in expenditure in 1933-34 was mainly due to the partial failure of the previous two salt harvests which necessitated the expenditure of a sum of Rs. 521,150 on the importation and distribution of salt.

We understand that in future Estimates provision for the Departments of Salt and Mineralogy will be shown under two separate Heads. We welcome this procedure.

SALT DEPARTMENT.

822. The Salt Adviser has direct control of the operations at the Elephant Pass and Palavi Salterns only. The Salterns and Stores at Hambantota, Jaffna, Mannar, Mullaittivu, Puttalam and Nilaveli are managed through the respective Government Agents and Assistant Government Agents under the general advice and guidance of the Salt Adviser. We have no comments to offer with regard to this arrangement.

823. Of the staff shown in the Estimates as coming directly under the Salt Adviser's control, he has agreed to a reduction of one Inspector. This will result in provision being found necessary only for 7 Inspectors and 1 Sub-Inspector.

824. *Retail Stores.*—There are at present 5 salt retailing stores at Galle, Trincomalee, Batticaloa, Akkaraipattu and Pottuvil respectively, which are run at a loss but are said to check profiteering by local traders. These stores were opened many years ago when transport facilities were scarce and provision for the supply of this essential commodity at certain centres had to be made by Government even at a loss to Revenue. This difficulty no longer exists and the retailing of salt at these five towns, we feel, could be safely left to local trade as in all other towns of the Island. If the necessity for such check stores should ever arise, it is more likely to be felt in remote bazaar centres in the up-country districts than in the sea coast towns where the Government salt stores now exist. The Salt Adviser has estimated an annual loss of approximately Rs. 22,000 in establishment and transport charges, wastage in storage, capital cost of buildings, &c. We recommend that these stores should be closed as early as possible.

Hambantota.

825. *Salt Superintendent.*—The Salt Adviser has agreed that the clerk in Class III. of the General Clerical Service now attached to the Superintendent's office may be retrenched and that a Sub-Inspector for the stores, capable of attending to the clerical work of the Superintendent's office, should be attached to this office in place of the present Sub-Inspector. He stated that, under this arrangement, extra clerical assistance may become necessary during the salt harvesting season. He further agreed that the number of watchers may be reduced from 21 to 19.

826. *Maha Lewaya.*—The Salt Adviser has agreed that the number of labourers permanently employed at the Maha Lewaya may be reduced by two.

827. *Kirinde Stores.*—The Salt Adviser has agreed that the number of labourers permanently employed may be reduced by one.

828. *Salt Stores at Kirinde and Hambantota.*—We considered the possibility of the abolition of the salt stores at Hambantota and Kirinde. We thought that the salt could be exported direct from the storage platforms instead of being

brought into the stores immediately after collection. The Salt Adviser was opposed to this proposal for the reasons that these two stores provide storage for reserve stock against possible shortages in subsequent years and that it would be very expensive to make the road to Palatupana Lewaya capable of taking lorry traffic, which will become necessary if the stores at Kirinde were abolished. We make no definite recommendation at this stage, but would suggest that the possibility of retrenchment in this direction should be kept in view.

We were informed that if storing could be done on open platforms the number of guards now employed could be reduced.

Jaffna.

829. *Watchers.*—The Salt Adviser has agreed that the number of watchers may be reduced from 9 to 8.

Puttalam.

830. *Inspectors and Sub-Inspectors.*—The Estimates for 1938-39 provide for 16 Inspectors and Sub-Inspectors. We discussed with the Salt Adviser the possibility of a reduction in the number of this grade. He suggested that, in view of the fact that the office of the Superintendent is now on the platform, one post of Sub-Inspector employed on the platform may be suppressed. The Assistant Government Agent, Puttalam, has agreed to this proposal.

831. *Patrols.*—The 1938-39 Estimates provide for 31 permanent posts and 10 temporary posts for six months. At the interview, the Salt Adviser suggested that a reduction in the number of the permanent posts might be possible, but the Assistant Government Agent, Puttalam, to whom we referred the matter, was of the opinion that the present number was just sufficient for the proper patrolling of the stations and was opposed to any reduction in this grade. The Salt Adviser also mentioned that the patrols at Elephant Pass and Palavi perform a small amount of manual work such as cleaning drains, taking off cadjans and doing earth work when necessary. At his inspection he found that the patrols at Puttalam objected to performing such light tasks. He thought that, if the practice at Elephant Pass and at Palavi could be introduced at Puttalam, there would be a small saving in labour.

832. *Saltern.*—The Salt Adviser suggested that the outlying small saltern, " Kalpitiya-Tilliyadi ", in the Kalpitiya Division of the Puttalam District, where the cost of manufacture is Re. 1.28 per cwt, might be closed as it is an uneconomic concern. We recommend that this proposal be accepted. This will result in the suppression of the posts of one Sub-Inspector and two patrols.

833. *Sub-head 3, Furniture, Office Requisites, &c.*—There is provision for Rs. 300 for a typewriter for the Superintendent's office, Hambantota. The Salt Adviser agreed with us that this was not quite a necessity. This provision may be deleted.

834. *Sub-head 5, Manufacture and Collection of Salt—Modern Methods of Manufacture.*—The Salt Adviser indicated the very great advantages, both economic and administrative, of the wholesale manufacture of salt in brine tanks instead of in salterns. He stated that the cost per cwt. of salt made in brine tanks at Palavi was 7½ cents, while the cost of salt collected at Puttalam was 55 cents.

He anticipated, however, that there would be objections to the manufacture of salt in brine tanks in one or two central spots as the labour now employed in Hambantota and Puttalam on salt manufacture would be thrown out of work and private owners of salterns would suffer loss. The question is one which concerns the policy of Government; yet we would recommend that salt should be manufactured as economically as possible and any labour eliminated by such procedure should be found other employment, preferably on agriculture.

835. *Method of Storage.*—The Salt Adviser agreed that, if salt were not stored in bags, there was bound to be a saving to Government. The salt could be brought in bags and emptied on the platform or in the store and the bags returned for

further use. He estimated that if this procedure were adopted a saving of about Rs. 10,000 per annum on the cost of bags could be effected. We recommend this proposal.

MINERALOGY.

836. The activities of this Department were in abeyance for some time, and only recently an officer was appointed on agreement. A Ceylonese is in training, on a Government scholarship, to succeed him and is expected to take up duties in Ceylon in 1940. The other staff provided for the Department is as follows:—

1 Inspector of Mines
2 Overseers
2 Clerks
2 Peons.

We understand that the Ministry has a plan for the complete survey and exploitation, as far as possible, of the mineral wealth of the Island. There is no doubt that, to implement such a scheme, the present staff is inadequate. We are aware that the Mineralogist has already applied for a Draughtsman and 2 Field Assistants, who have taken a degree in Geology and Mining. These and other applications for additional staff will have to be dealt with on their merits. We would, therefore, make no recommendation at this stage as to the eventual composition of the Department.

837. *Savings*.—The recommendations made by us are estimated to produce the following savings:—

Personal Emoluments:

Salaries:	Rs.	Rs.
(a) Salt Adviser:		
1 Inspector	1,200	
(b) Hambantota:		
1 Clerk, Class III.	840	
Less provision for extra clerical assistance	120	
	<hr/>	720
2 Watchers		672
(c) Maha Lewaya:		
2 Labourers		500
(d) Kirinde Stores:		
1 Labourer		250
(e) Jaffna:		
1 Watcher		336
(f) Puttalam:		
1 Sub-Inspector		615
(g) Kalpitiya-Tillyadi Saltern:		
1 Sub-Inspector		615
2 Patrols		672
	<hr/>	5,580
Allowances:		
Rent allowance		500
Other allowances, details of which appear in our Report on Salaries, Allowances, &c. :—		
(i.) Allowance to Salt Clerk as Salt Storekeeper, Trincomalee		240
(ii.) Allowance to Mineralogist's clerk for attending to Store work		120
	<hr/>	860
Other Charges:		
Closure of Retail Stores	22,000	
Storage of Salt	10,000	
Furniture (Sub-head 3)	300	
	<hr/>	32,300
		<hr/>
		38,740

Head 55.—Department of Fisheries.

838. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	63,282	27,554	90,836
1932-33	45,158	12,912	58,070
1933-34	47,596	12,988	60,584
1934-35	34,755	19,568	54,323
1935-36	34,286	10,923	45,209
1936-37	23,980	27,212	51,192
1937-38	18,444	12,408	30,852
1938-39 (Estimated)	28,792	15,725	44,517

The big decrease in the expenditure of this Department is due chiefly to the facts that—

- (1) the post of Marine Biologist is now held by the Director of the Museum,
- (2) the posts of Second Assistant Marine Biologist and Marine Superintendent have been suppressed, and
- (3) the entire provision, both under Personal Emoluments and under Other Charges, for the maintenance of the Motor Launch " Nautilus " has been deleted.

839. The Estimates for 1938-39 provide only for the post of a Fisheries Inspector over and above the sanctioned strength of 1937-38. We have already agreed to the filling of this post provided that an officer retrenched by another Department is appointed to it.

840. The Marine Biologist reports that " the cadre and votes of the Fisheries Department have been so greatly reduced in recent years that, short of abolition of the Department, further retrenchment is not possible ". In view of the anticipated reorganization and considerable expansion of the Department in the near future and of the policy of the Ministry to develop the Fishing Industry, which are likely to require additional staff and funds, we do not suggest any reduction in the existing cadre.

Head 56.—Schemes Assisted by the Colonial Development Fund.

841. This Head provides for the expenditure of £6,565 (Rs. 87,533) received from the Colonial Development Fund for the establishment of a Fisheries Research Station. No staff is provided for under this Head.

Summary of Savings.

842. The following is a summary of savings effected in the Departments under the Executive Committee for Local Administration:—

	Rs.
Registrar of Motor Cars	420
Salt and Mineralogy	38,740
	39,160

CHAPTER X.
THE COMMITTEE FOR HEALTH.

843. The following is a comparative statement of the expenditure of all the departments under the Committee for Health in 1931-32 and 1937-38:—

	Expenditure in 1931-32.			Expenditure in 1937-38.		
	Personal Emoluments.	Other Charges.	Totals.	Personal Emoluments.	Other Charges.	Totals.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Minister for Health ..	15,801..	1,030..	16,831..	28,318..	1,500..	29,818
Quarantine ..	138,434..	53,422..	191,856..	211,991..	102,318..	314,309
Medical and Sanitary Services ..	6,019,646..	3,785,882..	9,805,528..	7,227,582..	4,851,582..	12,079,164
Medical College ..	96,017..	7,324..	103,341..	195,722..	38,393..	234,115
Ayurvedic Medicine ..	— ..	50,000..	50,000..	— ..	57,340..	57,340
	<u>6,269,898</u>	<u>3,897,658</u>	<u>10,167,556</u>	<u>7,663,613</u>	<u>5,051,133</u>	<u>12,714,746</u>

Increases in expenditure to varying extents have taken place between 1931-32 and 1937-38 in all departments under the Minister for Health. The total expenditure of the departments shows an increase of Rs. 2,547,190 over the expenditure in 1931-32; of this, Rs. 1,393,715 is due to increases in Personal Emoluments and the balance, Rs. 1,153,475, to increases in Other Charges. The rise in Personal Emoluments is mainly due to increases in cadre, which are referred to under their respective Heads, and to normal increments to officers. The growth of expenditure on Other Charges is due chiefly to the increased activities of the Department of Medical and Sanitary Services. The increase in expenditure between 1931-32 and 1937-38 of each of the departments, expressed as a percentage of the expenditure of the department in 1931-32, is as follows:—

	Per Cent.
Minister of Health ..	77
Quarantine ..	64
Medical and Sanitary Services ..	23
Medical College ..	127

We comment on these increases under the respective Heads.

Head 57.—Minister for Health.

844. The following is a comparative statement of the expenditure of this Department from 1931-32 to 1938-39:—

	Personal Emoluments.-	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32 ..	15,801 ..	1,030 ..	16,831
1932-33 ..	16,563 ..	1,418 ..	17,981
1933-34 ..	16,991 ..	1,017 ..	18,008
1934-35 ..	22,566 ..	923 ..	23,489
1935-36 ..	22,599 ..	1,038 ..	23,637
1936-37 ..	23,024 ..	1,554 ..	29,578
1937-38 ..	28,318 ..	1,500 ..	29,818
1938-39 (Estimated) ..	28,915 ..	2,300 ..	31,215

845. A full-time Secretary to the Minister was appointed in 1936-37. Until that time the Administrative Secretary to the Director of Medical and Sanitary Services functioned also as Secretary to the Minister.

The staff provided in the 1938-39 Estimates for the Office of the Secretary to the Minister for Health is:—

Secretary, Civil Service, Class II.	..	..	..	1
Clerk, Class II.	..	..	..	1
Stenographer	..	..	..	1
Peon	..	..	..	1

The Secretary has reported that no reduction can be made. We accept this view.

Head 58.—Quarantine.

846. *Organization.*—This Department is composed of the following units:—

- (i.) Colombo Head Office.
- (ii.) Mandapam Quarantine Camp.
- (iii.) Port Health Officer, Colombo.
- (iv.) Ragama Camp.
- (v.) Port Health Officer, Galle.
- (vi.) Tuticorin Quarantine Camp.
- (vii.) Boatmen, &c., under the Medical Officer of Health, Negombo; Government Agents, Northern and Eastern Provinces; and the Inspector General of Police.

847. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	138,434	53,422	191,856
1932-33	135,230	54,595	189,825
1933-34	129,814	59,976	189,790
1934-35	126,788	77,151	203,939
1935-36	131,181	90,357	221,538
1936-37	139,353	111,601	250,954
1937-38	211,991	102,318	314,309
1938-39 (Estimated) ..	223,364	151,783	375,147

Until 1937-38, the salaries of the Medical Officers of the Quarantine Department were met from the votes of the Medical Department.

(i.) *Colombo Head Office.*

848. The staff provided for this unit in the 1938-39 Estimates, which is the same as that sanctioned by the Select Committee of the State Council in Sessional Paper XXVIII of 1935, is as follows:—

Secretary .. ..	..	..	..	1
Clerks :				
Class II. .. ..	..	..	4	
Class III. .. ..	..	..	4	
			8	
Recordkeeper and Bookbinder .. ..	..	..	..	1
Peons .. ..	..	..	..	2
Cycle Orderly .. ..	..	..	..	1
Office Labourer .. ..	..	..	..	1

849. *Clerical Staff.*—The Director has agreed that the assistant to the Accounts Clerk who is a clerk in Class II. can be replaced by a clerk in Class III. He has also agreed, with a view to retrenching a post of clerk in Class III, to give a trial to the proposal that the particulars in the letter of advice (Form Quarantine 6) might be filled in by the applicants themselves, instead of being copied by a clerk in the Office.

850. *Savings.*—The estimated annual savings that would result from the above recommendations are:—

	Rs.
Difference in salary between a clerk in Class II. and one in Class III. ..	1,020
Rent allowance, say	120
	1,140

(ii.) Mandapam Quarantine Camp.

851. The staff provided for in the 1938-39 Estimates as compared with that recommended by the Select Committee of the State Council (Sessional Paper XXVIII of 1935) is the following:—

	Select Committee.	1938-39. Estimates.
Superintendent and Quarantine Medical Officer	1	1
Assistant Quarantine Medical Officers	2	2
Engineer	1	1
Electrical Foreman	1	1
Apothecary and Laboratory Assistant	1	1
Chief Clerk	1	1
Second Clerk and Shroff	1	1
Sanitary Assistant	1	1
Camp Inspectors	2	2
Storekeeper :		
Engineering Stores	1	1
General Stores	1	1
Clerks :		
Accounts Clerk	1	1
Correspondence Clerks : Grade II.	3	2
Clerk to Quarantine Medical Officer : Grade I.	1	1
Assistant Clerk to Quarantine Medical Officer : Grade II.	1	1
Travelling Inspector	—	1
Compounder	1	1
Peons	5	6
Office Peon for the Engineer	1	1
Driver for Disinfector	1	1
Temporary Driver for Disinfector	1	1
Hospital Attendants (4 males and 3 females)	7	7
Nurses	3	3
Sergeants	2	3
Ward Peons	32	32
Disinfecting Peons	2	2
Teachers	8	7
Water Carriers	8	8
Maistries	3	3
Sweepers	58	58
Dhoby	1	1
Caretaker (Circuit Bungalow)	1	1
Laboratory Labourer	1	1
Anchylostomiasis Dispenser	1	1
Anchylostomiasis Attendant	1	1
Anchylostomiasis Sweeper	1	1
Laboratory Attendant	1	1
Vaccinator	1	1

852. *Assistant Quarantine Medical Officers (2).*—The Director has agreed to consider the question of reducing the number of Assistant Quarantine Medical Officers to one if and when reductions in the number of passengers passing through the Camp occur as a result of any restrictive legislation.

853. *Electrical Foreman.*—Owing to the pressing need for economy, the Superintendent of the Camp agreed that the Electrical Foreman may be transferred and his place taken by an Electrical Overseer with sufficient experience, if this can be arranged with the Chief Engineer and Manager, Government Electrical Undertakings.

854. *Clerical Staff.*—The Superintendent of the Camp agreed that, by a redistribution of duties, two posts of clerk could be suppressed as vacancies occur.

855. *Camp Inspectors.*—The Superintendent agreed that one of the two posts of Camp Inspector could be suppressed and the work divided between the Sanitary Assistant and the remaining Camp Inspector.

856. *Office Peons.*—There are six office peons. The Superintendent agreed to the suppression of one post on the understanding that the spare time of the Caretaker of the Circuit Bungalow will be utilized for duties as a peon, whenever available.

857. *Sergeants*.—Of the three posts of Sergeant appearing in the Estimates, 1938-39, one is a new post. The Superintendent agreed that this post might not be filled as a retrenchment measure. The provision may be deleted from next year's Estimates.

858. *Ward Peons*.—The present number is 32. The Superintendent agreed to a reduction of five out of this number as vacancies occurred, but wished it to be stated that if the number of detenues showed an appreciable increase, he would have to apply for the restoration of a reasonable number out of the posts now suppressed.

859. *Sweepers*.—There are at present 58 sweepers. The Superintendent agreed that the number can be reduced by four. When this is done, he will place all the sweepers under the Sanitary Assistant who should be in charge of the check roll and the detailing of the sweepers according to requirements.

860. *Anchylostomiasis Dispenser*.—The Superintendent agreed that the work of the Anchylostomiasis Dispenser can be done by the Apothecary and that the post of Anchylostomiasis Dispenser can, therefore, be suppressed.

861. *Savings*.—The estimated annual savings that would result from the above recommendations are :—

				Rs.
Difference in salaries of Electrical Foreman and Electrical Overseer, say	..	..	..	780
2 Clerks	..	..	..	1,380
1 Camp Inspector	..	..	..	810
1 Peon	..	..	..	258
1 Sergeant	..	..	..	330
5 Ward Peons	..	..	..	1,290
4 Sweepers	..	..	..	576
1 Anchylostomiasis Dispenser	..	..	..	720
Total ..				6,144

(iii.) *Port Health Officer, Colombo.*

862. *Staff*.—The staff sanctioned for this unit by the Select Committee (Sessional Paper XXVIII of 1935) as compared with that provided for in the 1938-39 Estimates is as follows :—

			Select Committee.	1938-39 Estimates.
Port Health Officer	..	..	1	1
Assistant Port Health Officers	..	..	1	3
Assistant Port Health Officer for Immigration	..	..	1	1
Chief Fumigation Inspector	..	..	—	1
Clerks :				
Class II.	..	..	1	1
Class III.	..	..	1	2
Sanitary Assistants	..	..	—	4
Supervisor, Disinfecting Station	..	..	1	1
Inspector of Fumigation	..	..	1	1
Finger Print Examiner and Clerical Assistant	..	..	1	1
Fireman, Disinfecting Station	..	..	1	1
Assistant Fireman, Disinfecting Station	..	..	—	1
Female Attendant for Disinfecting Station	..	..	1	1
Rat Catcher	..	..	1	1
Look-out men	..	..	—	2
Peons	..	..	6	7
Labourers	..	..	4	4
Fumigation Labourers	..	..	—	12
Boatmen	..	..	3	—

There has been an increase in the number of Assistant Port Health Officers and other posts as a result of the increase in work due to fumigation of grain and other cargo from plague-infected ports, fumigation of ships and periodical fumigation of the rice stores in the Chalmers Granary and the Manning Market.

863. *Sanitary Assistants*.—Although there is provision for 4 posts of Sanitary Assistants, only 3 have been filled. It was suggested to the Director that the

vacant post might be suppressed, but he considers that the question of the retrenchment of this post should be held in abeyance until it is definitely known whether the three Sanitary Assistants can cope with the increased cargo from plague-infected ports. The post need not, therefore, be filled for the present.

864. *Fumigation Labourers*.—There are two vacancies in this grade too, and the observations regarding the posts of Sanitary Assistants apply to them also. For the present the vacancies need not be filled.

865. *Savings*.—The above recommendations should ultimately result in an annual saving of about Rs. 1,200 per annum.

(vi.) *Tuticorin Quarantine Camp.*

866. At present all the expenses connected with the Camp, with the exception of the Superintendent's salary and allowances which are provided for under Head 58, are met out of a special fund called the "Accommodation Fund". The accumulated surplus balance in this fund at April 30, 1939, was Rs. 89,757. We thought that the Superintendent's salary and allowances too should be met out of this Fund. The Director has reported that it would be possible to do this when the drainage scheme and some other very necessary improvements to the Camp have been carried out, provided the income to the Fund at that time would be sufficient to meet the expenditure.

Summary of Savings.

867. The total annual savings recommended under Head 58—Quarantine—are :—

	Rs.
Head Office, Colombo	1,140
Quarantine Camp, Mandapam	8,144
Port Health Officer, Colombo	1,200
Allowance to Dispensary Orderly, Talaimannar (details appear in our report on Salaries, Allowances, &c.)	30
	8,514

Head 59.—Medical and Sanitary Services.

Head Office Staff.

868. The Director of Medical and Sanitary Services has two Assistants in the Head Office; one, the Assistant Director of Medical Services, who co-ordinates all work on the curative side of the Department, and the other, the Assistant Director of Sanitary Services, who co-ordinates the work on the sanitary side. The post of Deputy was suppressed in 1937. The division of the activities of the Department into two sections, viz., curative and sanitary, is clearly defined, particularly in field work. All hospitals, dispensaries and special institutions, e.g., Leper, Lunatic and Tuberculosis Institutions, come under the supervision of the Assistant Director of Medical Services, while the activities of the Medical Officers of Health, Malaria and Anchylostomiasis Campaigns, and Field Medical Officers are supervised by the Assistant Director of Sanitary Services. With the establishment, however, of Cottage Hospitals and Maternity Homes and the inauguration of the Malaria Control Scheme, the line of demarcation between the curative and health sections tends to be less pronounced both in the field as well as in the Head Office. The Medical Officers now recruited to the Department may be called upon to serve on either side.

869. The other Head Office staff is as follows :—

The Assistant Director of Medical Services has two Senior Medical Officers to assist him in the work on the curative side.

The Assistant Director of Medical Services has two Senior Medical Officers to Health, a Medical Officer of Health (Headquarters) and the Superintendent, Anchylostomiasis Campaign, to assist him in the work on the sanitary side.

The Accountant, who is the Financial Adviser to the Department, is responsible for all accounting matters, and has a fully qualified Assistant Accountant under him.

The Administrative Secretary, who is a member of the Civil Service, is responsible for the organization and administration of the office. He attends to all questions relating to discipline, appointments and other matters connected with the conditions of service of the Departmental staff. He may, therefore, be termed the Establishment Officer of the Department. He officiates also as the Secretary to the Minister for Health.

He is assisted in his dual duties by another Civil Service Officer.

Provincial Organization.

870. The activities of the Department are, in theory, said to be controlled and directed by 9 Provincial Surgeons in their respective Provinces, who are the territorial representatives of the Head of the Department. In practice, the Provincial Surgeons deal very little with either the general policy or details of administration on the health side. On the curative side they might have borne their responsibilities quite effectively and successfully in the distant past. From 1913 onwards, the Provincial Surgeons were not held responsible for the sanitary state of their provinces and for the control of epidemic diseases. The Anti-Malaria and the Anchylostomiasis Campaigns functioned without their active association. The School and the Estates medical services were independent of their supervision. These were all administered from the Head Office. This trend towards centralization became more and more pronounced with the extension and increase in the activities of the Department. The accounting system was soon centralized and the Head Office began to exercise increasing control over institutions. In 1927, His Excellency the Governor appointed a Committee to consider, *inter alia*, "the strengthening of the administrative branch of the Medical Department which has failed to keep pace with the general growth and expansion of the Department". The Committee reported in 1928 that the "Provincial Surgeon should be placed over all the medical and health activities in his Province" and "the Department of Medical and Sanitary Services should work towards this ideal in the future". That no considerable improvement had taken place as a result is clear from the request of the Colonial Secretary in December, 1930, to the Director of Medical and Sanitary Services that he should "investigate and report upon the present system of supervision by Provincial Surgeons which in the opinion of Government is far from satisfactory" and "submit proposals for the reorganization of the system". The Director of Medical and Sanitary Services reported in favour of the continuation and the strengthening of the existing system, and this report was approved by Government in 1932. This was the second effort to check the over-centralization of the Department.

871. When the Malaria Control Scheme was inaugurated in 1936, it was felt by the Department that the Scheme could not be entrusted to the Provincial Surgeons. As a result, Supervising Medical Officers have been appointed and they function almost independently of the Provincial Surgeons. The conclusion is irresistible that the Provincial Surgeons have made no useful contribution towards the activities which have caused such a large expansion of the Department. It is thus clear that the system of supervision by the Provincial Surgeon is now definitely unsatisfactory and cannot be improved to meet present-day requirements. The Department has fully realized that the de-centralization, which exists only in theory, must be definitely abandoned and has recommended a scheme of central control and supervision. The Director of Medical and Sanitary Services has accordingly agreed to the suppression of the 9 posts of Provincial Surgeons and their separate offices, and the creation in their places of 6 posts of Medical Superintendents in charge of the larger hospitals, in addition to the existing posts of Medical Superintendents. The Medical Superintendents will also inspect and report on the smaller hospitals and dispensaries which may be allotted to them. These 6 posts will carry the same salary scale as that of a Provincial Surgeon.

It is our view that these six Medical Superintendents should not be overburdened with the details of executive work in connection with the hospital to which they may be attached, but that they should be free frequently to inspect all Institutions under their control with a view to advising Medical Officers in charge on all matters

connected with their work, both professional and administrative. We also agree with the Director of Medical and Sanitary Services that these Superintendents should form the agency through which the value of each Medical Officer's work and his fitness for promotion as well as increments are assessed. We would suggest that the Director should draw up, at an early date, the scheme of work and the detailed list of duties of these officers. In view of the nature of their duties, it would follow that, in appointing officers to these posts, not mere seniority but the requirements of administrative ability, superior capacity for clinical work and the possession of high professional qualifications would be taken into consideration.

Estate Medical Service.

872. At present the staff of the Estate Medical Service consists of:—

Inspecting Medical Officers on special scales of salary	..	3
Assistant Inspecting Medical Officers who are on their grade salary	..	2

Inspectors are necessitated by the applications for rebates under the Medical Wants Ordinance and by the obligations of the Director under the Diseases (Labourers') Ordinance. With the extension of Health Units in the Island, it is felt that the most efficient method of administration would be the placing of all health activities in a particular area under one officer—the Medical Officer of Health or the Field Medical Officer. In view of the fact that the whole of Ceylon is not covered by the new system of health work, it will be necessary to continue one of the two Assistant Inspecting Medical Officers. The Director of Medical and Sanitary Services has agreed that the three posts of Inspecting Medical Officer and one post of Assistant Inspecting Medical Officer should be suppressed.

Of the three Inspecting Medical Officers working at present, one officer is below 55. We have, therefore, suggested to the Director of Medical and Sanitary Services that this officer should work in the Head Office in place of one of the three officers referred to in paragraph 873, and on his retirement or transfer to other duties, his post at the Head Office should be filled by a grade Medical Officer as recommended by us.

873. *Additions to the Head Office Staff.*—In order to cope with the additional work cast on the Head Office by the changes proposed in the preceding paragraphs, as well as to meet existing stress of work, we have agreed to recommend the strengthening of the Head Office staff by 3 Medical Officers or Medical Officers of Health who will draw their grade salary, and in the case of Medical Officers, an addition of 25 per cent. of their salary in lieu of private practice.

The Director of Medical and Sanitary Services pressed on us the desirability of restoring the second post of Senior Medical Officer of Health which was suppressed some years ago. We do not recommend this proposal at the present time, but we have suggested to the Director that he should review the organization of the Head Office after the present reorganization has been working for some time, and then submit to Government the proposal for the restoration of the post, should he still consider it necessary at that time.

874. *Grading of the posts of Superintendent.*—It will be noticed that, with the addition of the 6 posts of Medical Superintendent recommended in this report, there will be 11 Superintendents' posts in the Estimates on 4 different scales of salary. Moreover, the posts at Kandy and Galle will be on a lower scale of salary than at other outstations. It would be convenient for administration to have a service transferable within its ranks, except where specialist knowledge is required. It is also desirable that posts at the more important hospitals should carry a higher salary, if at all, than others. We shall, therefore, consider a scheme of grading these posts with appropriate salary scales in connection with our report on Salaries, Allowances, &c. It will also have to be considered later whether the posts of 3 Senior Medical Officers at the Head Office on the same salary scale as for Provincial Surgeons could not be included in this scheme to enable the transfer to other posts of officers whose usefulness at Headquarters might have declined, and also to give an opportunity to others to take their places. When there is a large

number of officers drawing the same or similar salaries and performing duties which are interchangeable, it is obviously more advantageous to appoint them to a particular class and grade, as we have proposed for the Judicial Service, than to specific posts.

875. *Supervising Medical Officers.*—There are 21 posts of Medical Officer of Health in the 1938-39 Estimates; this number includes 5 officers who function as Supervising Medical Officers, supervising the work of other Medical Officers of Health and Field Medical Officers.

The Director of Medical and Sanitary Services has agreed to the suppression of one of these 5 posts. The total number of Medical Officers of Health should therefore be reduced to 20. We are not quite certain that the present system of Supervising Medical Officers does give an adequate return for the expenditure thereon. We do not recommend any change at the moment because during the last three years as many as 55 new Field Medical Officers have been engaged and their work probably still requires close supervision. We recommend that the case for the retention of these Supervising Medical Officers be reviewed at the end of two years from now.

876. *Medical Officers.*—In view of the strengthening of certain hospitals by the appointment of Superintendents on supra-grade salaries, the Director of Medical and Sanitary Services has agreed to the reduction of the number of Medical Officers in Grade II by 4.

877. *Clerical Staff.*—The clerical staff provided for in the 1938-39 Estimates is 174, distributed as follows:—

Special Class	..	..	..	2
Class I.	..	..	..	2
Class II.	..	..	..	40
Class III.	..	..	..	128
Class II. (Railway)	..	..	..	2
				<hr/>
				174

Under our proposals 10 clerks from the Provincial Surgeons' Offices and 2 clerks from the Inspecting Medical Officers' Offices will become spare. Of this number, the Director of Medical and Sanitary Services requires 9 clerks to strengthen the Head Office clerical staff to deal with the increase in clerical work caused by centralization of administration as well as other increase of work caused by the expansion of the activities of the Department. We have agreed to this.

The nett reduction in the strength of the clerical staff is, therefore, 3 clerks—2 Railway clerks and 1 Class II. clerk.

The Director of Medical and Sanitary Services has further agreed to the down-grading of one Special Class clerk to Class I. and 15 Class II. clerks to Class III. The revised staff of the Department will thus be:—

Special Class	..	..	..	1
Class I.	..	..	..	3
Class II.	..	..	..	24
Class III.	..	..	..	143
				<hr/>
				171

878. *Opium Storekeeper.*—The post of Opium Storekeeper has been separately itemised in the Estimates on a salary scale of Rs. 3,000—240—4,200 but no appointment has been made to it in view of the recommendation in paragraph 556 of Sessional Paper VIII. of 1934. An Apothecary has been carrying out the duties of Storekeeper. The quantity of opium imported has been diminishing from year to year and the responsibility, though still quite appreciable, is less than before. We do not see the need for a special appointment at this stage.

The Director of Medical and Sanitary Services has agreed with us that an Apothecary on grade salary could manage the work and that he might be paid a non-pensionable allowance. The post of Opium Storekeeper should be deleted from the Estimates.

879. *Medical Registrars of Births and Deaths.*—In connection with the increase in the number of Medical Officers we thought that some savings could be effected in some of the larger outstation towns where the Out-door Dispensaries are in charge of Medical Officers, if these officers could take over the work now done by Medical Registrars who are paid salary, house and travelling allowances. After careful consideration the Director of Medical and Sanitary Services has found it possible for the Medical Officers at the Out-door Dispensaries at Galle and Kandy and the District Medical Officers at Jaffna and Moratuwa to undertake the Medical Registrars' duties with the Apothecaries as deputies.

As the Medical Registrars are on the establishment of the Registrar-General, the question was referred to the Registrar-General for further consideration and he has no objection to the scheme being tried as an experiment in Kandy, "it being understood clearly that a full-time officer will be appointed to the post as at present if the experiment results in impaired efficiency or public inconvenience."

We are confident that it should be possible to extend the scheme to the other stations referred to above, and thus effect further savings. For the present, we recommend that steps be taken to introduce the scheme in Kandy by combining the post of Medical Registrar with that of Medical Officer, Out-door Dispensary, Kandy Hospital.

880. *Hospital Stewards, &c.*—The 1938-39 Estimates provide for:—

Hospital Stewards	45
Hospital Stores Clerks	4
Hospital Admitting Clerks	10

It was represented to us that, from an administrative point of view, it would be desirable to have a scheme for Hospital Stewards which would permit of their transfer to other posts similarly graded or carrying similar salaries. This matter is dealt with in our Report on Salaries, Allowances, &c.

881. *Vaccination Staff.*—The 1938-39 Estimates contain provision for the following:—

Inspectors of Vaccination	7
Vaccinators	122
Female Vaccinators	17

We were informed that at the end of 1938 the strength was:—

Inspectors of Vaccination	4
Vaccinators	117
Female Vaccinators	12

With a view to economy, a scheme has already been approved by the Department by which all vaccination work will be gradually transferred to the Public Health staff. In accordance with this scheme all vacancies in the grades of existing vaccination staff will be left unfilled. We recommend that these grades be altogether abolished as early as possible. Meanwhile, an effort should be made to find other suitable work for the surplus staff.

882. *Anchylostomiasis Campaign.*—The Director of Medical and Sanitary Services has proposed that the temporary staff of Anchylostomiasis Microscopists should be reduced by 3. We agree.

883. *Assistant Sanitary Engineers (temporary)—Malaria Control Scheme.*—The Director of Medical and Sanitary Services has agreed to the appointment of only one temporary Assistant Sanitary Engineer under the Malaria Control Scheme. We recommend that the second post be deleted from the Estimates.

The expansion of the activities of the Department in recent years.

884. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32	6,019,646	3,785,882	9,805,528
1932-33	6,037,062	3,238,496	9,275,558
1933-34	6,115,191	3,327,402	9,442,593
1934-35	6,196,803	5,523,558	11,720,361
1935-36	6,461,041	4,490,712	10,951,753
1936-37	6,898,330	4,186,581	11,084,911
1937-38	7,227,582	4,851,582	12,079,164
1938-39 (Estimated)	7,627,131	5,246,165	12,873,296

The above statement does not include the large amounts spent on buildings which are provided for under the Public Works Department's Estimates.

885. We had referred to us by the Treasury the following applications by the Director for additional staff to be included in next year's Estimates:—

Night duty staff in various hospitals :			Rs.
88 Minor staff			12,009
Additions to supplement strength in existing institutions and for new institutions :			
19 Medical Officers			79,800
12 Clerks			5,760
8 Ceylonese Sisters			16,784
9 Religious Nursing Sisters			11,700
3 Matrons			4,284
6 Nurses			7,134
50 Pupil Nurses			47,450
32 Apothecaries			23,040
2 Laboratory Assistants			960
2 Stewards			1,320
3 Admitting Clerks			1,440
1 Overseer, Lunatic Asylum, Angoda			420
1 Laboratory Attendant			300
3 Peons			828
2 Disinfecting Orderlies			540
Malaria Control Scheme :			
70 Sanitary Assistants			15,750
1 Clerk			480
2 Laboratory Assistants			960
4 Apothecaries			3,294
2 Sub-Inspectors			2,040
1 Artist Photographer			2,160
2 Drivers, Demonstration Van			480
Minor Staff :			
719			178,971
			<u>417,985</u>

886. We note the following allocations out of Loan Funds (1937 Scheme) for the Department:—

Out-Patients Dispensary, Colombo	750,000
Hospital for Incurables	150,000
Leper Hospital	330,000
Mental Hospital	325,000
Acquisition of land for quarters for the staff of General Hospital	500,000
	<u>2,055,000</u>

887. The rising cost of the annual expenditure of the Department is mainly attributable to:—

- (i.) The increase in the number of hospitals from 107 in 1928 to 115 in 1938, including 4 Cottage Hospitals which were erected in the latter year. During this period the number of beds has risen from 8,618 in 1928 to 12,694 in 1938;
- (ii.) The increase in the number of dispensaries from 575 in 1928 to 718 in 1938;
- (iii.) The Malaria Control Scheme, the provision for which in the current Estimates, both under Personal Emoluments and Other Charges, amounts to Rs. 875,756.

It is stated that since the Malaria Epidemic the rural population has become so hospital-minded that an increased number of hospitals and dispensaries and extensive additions to existing buildings have had to be provided. It will be noted that, though the number of beds has been almost doubled within the last 10 years, the hospitals, particularly the larger ones, are still said to be over-crowded. In the larger hospitals the bed strength is not an index of the number treated as a very large number is accommodated on the floor.

888. *Cottage Hospitals*.—Six Cottage Hospitals have so far been opened and twelve are provided for in the 1938-39 Estimates. The establishment of this class of Hospital appears to meet a variety of situations. Each hospital was to provide for 14 beds and was, originally, to have been built adjoining suitable central dispensaries, situated in remote rural areas. It was to be single storey in type, with kitchen, sanitary annexe, mortuary and quarters for the Medical Officer. These hospitals were to help considerably in promoting medical relief in areas where the population was scanty and dispersed. Within a year of the inception of the scheme of Cottage Hospitals, the original 'Jungle Hospital' idea appears to have expanded. In thickly populated areas like Divulapitiya in the Colombo District, the Cottage Hospital may have to be regarded as a feeder hospital to the neighbouring larger hospitals. The main drawback of these institutions is that the accommodation is limited to approximately 14 beds, which, we consider, cannot provide sufficient work for one Medical Officer. Medical opinion is generally inclined to the view that these small units cannot but be very inefficient hospitals at the best. The initial expenditure, including equipment, of a Cottage Hospital is roughly Rs. 40,000 and the annual recurrent expenditure is Rs. 10,000. We feel that if these institutions are broadcast in both developed and undeveloped areas, the eventual commitment of Government is bound to be beyond the financial resources of the country. We therefore recommend that in future the provision of Cottage Hospitals should be subject to the following conditions, viz.:—

- (i.) They should only be constructed in areas—
 - (a) which are remote and where means of access to existing hospitals are poor or lacking altogether; or
 - (b) where there are no hospital facilities within 20 or 30 miles; or
 - (c) which are generally unhealthy;
- (ii.) The population in the area to be served justifies the expenditure involved;
- (iii.) If it is decided to provide a Cottage Hospital in an area it should be located in a village where there is a central dispensary;
- (iv.) The necessity for a Cottage Hospital in an area should be decided on by the Medical Department in consultation with the Chief Revenue Officer of the area;
- (v.) The mere donating of a piece of land or a building should not be a deciding factor;
- (vi.) A scheme for the provision of Cottage Hospitals with a priority list attached should be drawn up and adhered to.

889. *Maternity Homes*.—Maternity Homes provide the next departure in hospital policy. Provision is included in the 1938-39 Estimates for 12 Maternity Homes at a cost of Rs. 50,000. The idea of the Maternity Homes appears to have arisen from the difficulty experienced in providing maternity care to mothers in rural areas that are sparsely populated. These Homes were intended to be run on very simple lines. Each Home was to consist of a maternity ward of 6 to 8 beds, a labour room, midwife's duty room and a kitchen; the building was to be of cement floor with wattle and daub walls and a cadjan roof. The intention was to provide hospital facilities, without diet, and midwife's care to expectant mothers for about 10 days. The initial expenditure including equipment on a Home was estimated to be in the neighbourhood of Rs. 6,000 and the annual recurrent expenditure about Rs. 2,000. Two Maternity Homes gifted by private parties on a much more pretentious scale with provision for diet have been established in thickly populated areas and in close proximity to larger hospitals. The fear has been expressed that the maternity home idea might be the initial stage of an elaborate scheme under which every mother who wishes to do so will be entitled eventually to come to a Government Home to undergo normal confinement. It is not necessary to explain how utterly impossible such a scheme would be from the financial point of view nor does the evidence available to us indicate that any such scheme is seriously contemplated or is considered necessary. We would, however, urge that the Maternity Home should be restricted to the original idea of providing maternity care to mothers in backward and sparsely populated areas. Apart from the restriction in their number owing to the present financial situation, we would also suggest that the success of those already established should be awaited before many new Homes are opened.

890. *Malaria Control Scheme*.—According to the Director (Administration Report of 1936) the Malaria Control Scheme provides for the carrying out of malaria control measures as part of an intensive general health scheme based on the principles of health unit work which has been in operation in a few selected areas for the last 12 years. This is a general health scheme in which malaria receives special attention. In other words, the 11 Health Units of 1936 have suddenly expanded into about 70 Units. Each Unit is in the charge of a Health Officer; the permanent officers are called Medical Officers of Health and the temporary officers Field Medical Officers.

The intention of the Department is to have a Health Medical Officer for every 40,000 of the population, with 5 Sanitary Assistants, 5 Nurses and 10 Midwives under each. At this rate, assuming that the number of 83 Health Officers provided for this year will not be increased, the minimum number of subordinate staff required will be:—

Sanitary Assistants	332
Public Health Nurses	332
Midwives	830
Besides clerks, peons, &c.	

But if the whole population of Ceylon is to be served on the same ratio, the staff required will be:—

Medical Officers of Health and Field Medical Officers	125
Sanitary Assistants	600
Public Health Nurses	600
Midwives	1,250
Besides clerks, peons, &c.	

The existing staff is as follows:—

	Permanent.	Malaria Control.	Total.
Sanitary Assistants	257	120	377
Public Health Nurses	50	1	51
Midwives	97+100	—	197
Besides clerks, peons, &c.			

The increases in the minor staff that the Department is likely to ask for in future years will be no small burden on the financial resources of the country.

891. We see some danger in the temporary character of this special malaria control effort being lost sight of, especially in view of the identity of the work undertaken by Medical Officers of Health and Field Medical Officers. We recommend that the Department should be given ample notice as to when this special effort should cease so that plans for the absorption or release of the temporary staff can be made well ahead. In this connection we have pressed on the Director of Medical and Sanitary Services the need for closer collaboration between the two sections of his Department. It is, in our opinion, not possible on financial grounds to cover the whole of Ceylon with two parallel organizations—curative and health—nor do we think it necessary to do so. We recommend that a definite policy be laid down based on the view that only in urban and epidemic areas is a separate health unit of the present intensity required. The rest of the Island—the non-epidemic rural areas—should be lightly covered either by assigning larger divisions or by using the one officer to do curative work as well as to supervise the work of the Sanitary Assistants. A decision on this question of policy with specific directions to the Department as to the numbers to which it should reduce the present temporary staff should be issued within, say, 12 months from now.

Proposals for 1939-40.

892. *Revised Proposals.*—We have examined the Director's application for additional staff in the next year's budget, and have agreed to support provision being made for the following posts only, showing a reduction of Rs. 201,397:—

Night duty staff in various Hospitals :	Rs.
54 Minor staff	7,360
Additions to supplement strength in existing institutions and for new institutions :	
8 *Medical Officers	31,200
7 Ceylonese Sisters	14,700
7 Religious Nursing Sisters	9,160
2 Matrons	2,858
2 Nurses	2,378
50 Pupil Nurses	47,450
10 Apothecaries	7,200
2 Laboratory Assistants	960
1 Steward	660
1 Overseer, Lunatic Asylum	420
1 Laboratory Attendant	300
Malaria Control Scheme :	
70 Sanitary Assistants	15,750
2 Laboratory Assistants	960
4 Apothecaries	3,294
2 Sub-Inspectors	2,040
Minor Staff :	
277	69,898
	216,580

The Director has asked for provision for the following further appointments, to which we have no objection:—

	Rs.
(i.) 2 Medical Officers for the Genito-Urinary Clinic, Colombo	8,400
(ii.) 2 Apothecaries (one to replace the Apothecary detailed for duty as Opium Storekeeper and one for the Genito-Urinary Clinic, Colombo)	1,440
(iii.) 1 Laboratory Assistant for the Genito-Urinary Clinic, Colombo	480
(iv.) 2 Watchers for Nurses Training Home	732
(v.) 2 Male Attendants and 1 Labourer for the Clinic for Genito-Urinary diseases, Colombo	846
(vi.) 1 Midwife for Kegalla Hospital	390
(vii.) 1 Female Attendant for Children's Preventorium, Kandana	120
	12,408

* Includes the post of the House Officer, Civil Hospital, Kandy. The provision for this post in the 1939-40 Estimates was approved on the understanding that the post of the Medical Registrar will be combined with that of Medical Officer Out-patients' Department.

893. *Medical Institutions in Colombo.*—We examined the working of the following Institutions in detail and suggested various economies to the Director:—

- (1) The General Hospital.
- (2) The Dental Institute.
- (3) The De Soysa Lying-in Home.
- (4) The Lady Havelock and Ridgeway Hospitals.
- (5) The Branch Hospital, Borella.
- (6) The Victoria Memorial Eye Hospital, and
- (7) The Lunatic Asylum, Angoda.

The Director interviewed us with the Heads of the respective Institutions and pressed on us that most of them were over-crowded and that the existing staff had heavy work. We have, therefore, dropped all suggestions for radical changes, but would recommend that as soon as the extensions now in progress in most of the Institutions have been completed the question of staff, &c., should be carefully examined.

The following minor proposals have, however, been agreed to:—

General Hospital.

A clerk to be released with the introduction of the new Card Index System for bed-head tickets.

Lady Havelock and Ridgeway Hospitals and the Branch Hospital.

(i.) The post of a matron to be suppressed with the amalgamation of the Branch Hospital with the Lady Havelock and Ridgeway Hospitals.

(ii.) Two out of the six Nurses' Ayahs to be released when the 25 pupil nurses go to the new Nurses Home.

The Civil Medical Stores.

894. *New Building.*—Owing to congestion of space at the present Civil Medical Stores, it was proposed to construct a new building to house this Institution at a cost of Rs. 200,000 and a sum of Rs. 10,000 has been provided for in the Estimates for 1938-39 for preliminary operations. On our suggestion the abandoned Machine Shop of the Railway Workshops at Maradana was inspected by the Deputy Financial Secretary with the Representatives of the Railway, Medical and Public Works Departments and the Retrenchment Commission. It was agreed that this building could be altered and improved admirably to suit the purpose. It is anticipated that the cost of re-conditioning the building and rendering it suitable for the Medical Stores would be under Rs. 50,000. Apart from the savings in capital cost which is estimated to be Rs. 150,000, there are other advantages in this site, viz., its proximity to several other stores including the new Government Stores, easy water transport and Railway facilities.

Staff.—The only reduction in the staff of the Civil Medical Stores we recommend for the present is 2 Clerks and 5 minor employees, who the Director has agreed could be released by adopting our proposal that stationery and printed forms should be ordered, as required, direct from the Government Storekeeper and the Government Printer respectively, instead of being stocked at the Civil Medical Stores and distributed from there. But when the Stores have been transferred to their new quarters, the Treasury should cause a complete investigation of their working with a view to effecting further economies in staff, which will be possible under an improved system of storage and issue of stock.

Other Charges.

895. *New System of Contracts.*—There has been a considerable increase in the expenditure on diets recently, due, it is alleged, to the new system of contracts for the supply of uncooked provisions to hospitals which was brought into effect as from October 1, 1937. The Director of Medical and Sanitary Services has

reported that " a sum of about Rs. 100,000 could be saved by reversion to the old diet system in respect of the institutions where the new system prevails ". We understand that the Treasury is dealing with this matter.

896. *Drugs, Instruments, &c.*—A sum of Rs. 1,200,000 is provided in the 1938-39 Estimates for the purchase of drugs, dressings, disinfectants and instruments. In the course of our inquiry it appeared that sufficient care and attention is not paid personally by all officers in charge of institutions to the indenting for drugs, &c., and preventing leakage. The Director has shown us a report by a Departmental Committee appointed by him in 1938 and has informed us that he is giving effect to certain precautionary measures designed to institute a more effective control over the stock of drugs at hospitals. We trust that the matter will be pursued with a view to reducing expenditure under this item.

We observed that there was a large amount of expensive patent medicines in use in non-paying sections of hospitals whereas equally effective pharmacopœial preparations could have been used instead. We also found Superintendents of Institutions ordering patent medicines as well as ordinary drugs direct from the retail shops in Colombo. In the General Hospital patent drugs were bought from retail shops and supplied to non-paying patients to the amount of Rs. 10,403 during the first 9 months of 1938 as compared with Rs. 3,686 during the same period of 1937. There is no doubt that this habit is on the increase and is proving very expensive. We have drawn the attention of the Director to this fact and suggested that, emergencies excepted, this practice should be stopped and that all drugs used must be those approved by the Department and obtained through the usual channels. He has agreed to appoint a Departmental Committee to go into this matter fully.

897. *Provision for re-imbursing the Colombo Municipal Council, &c.*—The Central Government pays the Municipality one-third of the expenditure incurred in connection with the destruction of rats, which amounts to about Rs. 15,000 per annum.

We do not see any reason why the Central Government should continue to pay this grant, particularly as, through its quarantine activities, the City is now free from plague.

HOSPITAL CHARGES.

898. The revision of the hospital charges has been under consideration for some years but no decision has yet been arrived at.

Non-paying Section.—According to present regulations any person, irrespective of income, can gain admittance to the non-paying section of a Government Hospital. The only condition imposed is that those with incomes of over Rs. 1,000 per annum and those with incomes between Rs. 1,000 and Rs. 600 per annum are required to pay 50 cents and 30 cents per diem respectively. Under these regulations people who can well afford to pay higher rates have been found to avail themselves of treatment in the non-paying wards. This is an undesirable state of affairs and has led to complaints of discrimination and preferential treatment besides much loss to Government.

Paying Section.—Some years ago a rough calculation was made and it was found that each paying patient in a first class ward cost the Government about Rs. 20 a day. At present the maximum charge is Rs. 15 per diem from residents and Rs. 20 per diem from visitors.

899. The Director of Medical and Sanitary Services has proposed a new scale of charges for all classes of patients. He has suggested that persons in receipt of incomes of Rs. 3,000 per annum and over should not be entitled to accommodation in the non-paying sections and that those with incomes below this limit should be charged according to a graduated scale based on income.

A fixed graduated scale based on income in either category, it is stated, will not take into account a man's real capacity to pay, *i.e.*, the size of a person's family and other liabilities, duration of illness, &c. This difficulty is got over in England by the appointment of an almoner whose duty is to assess a person's real capacity to pay and levy charges accordingly. The almoner system has been introduced in Madras and is therefore suggested for Ceylon, at least in the case of the General Hospital, Colombo.

900. We agree that the scale of charges should be revised but do not consider that the almoner system will work satisfactorily in Ceylon. It must be impressed on patients that the non-paying wards are intended primarily for persons with incomes of under Rs. 3,000 per annum, though we do not advise any definite prohibition against persons with incomes above that limit.

We recommend the revision of the scale of charges on the following principles :—

A.—PAYING WARDS.

First Class.

(i.) A few wards should be set apart as First Class Wards, the charges for which should cover at least the actual cost to Government; on the data available to us the charge should be at least Rs. 20 per diem.

(ii.) There should be no concession rates on any income basis, it being assumed that any patient seeking admission to a First Class Ward is quite capable of paying the fixed charges.

Second Class.

(iii.) Certain wards should be set apart as Second Class Wards. It is assumed that it would be possible to have more beds per ward in this class than in the first by partitioning or screening off existing rooms to accommodate a larger number of patients. The scale of charges in this class may be on an income basis ranging from Rs. 6 per diem to the actual cost of maintaining a patient in this ward, which is expected to be about Rs. 15 per diem. The minimum charge of Rs. 6 will be payable by persons having an income of Rs. 6,000 or less.

Third Class.

(iv.) The accommodation in this class will be in open wards. The charges should range from Rs. 3 to Rs. 5 per diem according to income. The minimum charge of Rs. 3 will be payable by persons having an income of Rs. 3,000 or less.

B.—NON-PAYING WARDS.

(i.) Patients with incomes under Rs. 600 per annum will be treated free.

(ii.) The scale of charges for patients with income over Rs. 600 will be as follows :—

	Rs.	c.
Incomes between Rs. 600 and Rs. 1,200 per annum	0	50
Incomes between Rs. 1,200 and Rs. 1,800 per annum	1	0
Incomes between Rs. 1,800 and Rs. 3,000 per annum	2	0
Over Rs. 3,000	3	0

C.—ENTRANCE, OPERATING, AND ACCOUCHEMENT FEES, &c.

We give below a schedule of the revised charges we recommend for Entrance, Operating, and Accouchement Fees:—

	Entrance Fee. Rs.	Operation Fee. Rs.	Accouchement Fee. Rs.
First Class Wards	20	100 to 500	100 to 250
Second Class Wards	15	75 to 300	75 to 150
Third Class	10	30 to 150	30 to 75
Patients with incomes over Rs. 3,000 in non-paying wards	—	25 to 100	25 to 75
Patients with incomes over Rs. 1,800 and under Rs. 3,000 in non-paying wards.. .. .	—	10 to 50	15 to 50

901. *Head Office and Colombo Staff of the Department.*—With the additions recommended in this report, the Head Office Staff will consist of the following:—

Director of Medical and Sanitary Services	1
Assistant Director of Medical Services	1
Assistant Director of Sanitary Services	1
Administrative Secretary	1
Accountant	1
Assistant Accountant	1
Senior Medical Officers	2
Senior Medical Officer of Health	1
Medical Officer of Health, Headquarters	1
Medical Officers or Medical Officers of Health (Additions recommended in this Report)	8

The suggestion has been made to us that, as the bulk of the work on which so many Medical Officers will be engaged will consist of non-technical administrative matters, the appointment of a Senior Civil Servant with the status, say, of Deputy Director, would result in greater efficiency and in an appreciable reduction in the number of Medical Officers now attached to the Head Office.

It has also been suggested to us that an experienced Civil Servant placed in charge of the administration of all the hospitals and other medical institutions in Colombo should be able to bring about greater efficiency, co-ordination and economy in their management.

We recommend that both these suggestions be carefully examined by Government after the measures for the reorganization of the Department proposed in this report have been working for a period of 12 months.

902. *Savings.*—The recommendations made above are estimated to produce the following savings:—

Personal Emoluments:

	Rs.	Rs.
Salaries:		
3 Provincial Surgeons	37,350	
3 Inspecting Medical Officers	35,100	
1 Assistant Inspecting Medical Officer	6,094	
1 Supervising Medical Officer	9,562	
1 Grade Medical Officer	4,875	
1 Assistant Sanitary Engineer (Malaria Control)	5,500	
1 Medical Registrar	1,800	
Vaccination Staff	117,828	
3 Temporary Anchylostomiasis Microscopists	2,340	
Difference between the salary of the Opium Storekeeper and an Apothecary on grade salary	1,620	
2 Clerks, Railway Clerical Service	3,640	
1 Clerk, Class II.	1,860	
2 Clerks, (Civil Medical Stores)	1,880	
Replacing one clerk in Special Class by one in Class I. (difference in salaries)	1,370	
Replacing 15 Class II. clerks by 15 Class III. clerks (difference in salaries)	15,300	
1 Clerk, General Hospital	840	
1 Matron, Lady Havelock Hospital	1,050	
2 Nurses' ayahs, Lady Havelock Hospital	360	
5 Minor Employees (Civil Medical Stores)	1,500	
		249,669

	Rs.	Rs.
Allowances :		
Rent Allowance	20,000	
Other Allowances details of which appear in our Report on Salaries, Allowances, &c :		
(i.) Fees to Lecturers, Malaria Control Scheme ..	1,200	
(ii.) House allowances to Itinerating Medical Officers on parangi duty and Assistant Inspecting Medical Officers	3,600	
(iii.) Allowances to Pay Agents	1,728	
(iv.) Special allowance to Port Surgeon, Talaimannar ..	750	
(v.) Special allowance to Apothecary, Talaimannar ..	120	
(vi.) Allowance to Stores Clerk, General Hospital, Colombo	300	
(vii.) Allowance to Apothecaries for venereal work ..	208	
(viii.) Risk allowances	1,830	
(ix.) Binding allowance—Provincial Surgeons' Offices, Colombo and Kandy	120	
(x.) Remuneration for translation of health propaganda literature	240	
(xi.) Diet allowances	24,820	
(xii.) Fuel allowance to Apothecaries and Stewards, Nuwara Eliya	1,380	
(xiii.) Special allowance to Sanitary Assistant and Apothecary, Minneriya Development Scheme	1,200	
	57,496	
Less non-pensionable allowance to Apothecary for acting as Opium Storekeeper	480	
		57,016
Other Charges :		
Savings as the result of New System of Contracts		100,000
		408,685

Head 60.—Medical College.

903. The following is a comparative statement of the expenditure of the Medical College from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
1931-32	96,017 ..	7,324 ..	103,341
1932-33	94,965 ..	8,545 ..	103,510
1933-34	102,808 ..	20,320 ..	123,128
1934-35	121,308 ..	31,920 ..	153,228
1935-36	123,325 ..	25,362 ..	148,687
1936-37	150,127 ..	50,529 ..	200,656
1937-38	195,722 ..	38,393 ..	234,115
1938-39 (Estimated)	219,655 ..	48,730 ..	268,385

The phenomenal rise in expenditure of the College since 1931-32 is attributed to the improvement in equipment, the appointment of several professors and lecturers and the general increase in teaching work conducted at the College in accordance with the recommendation of the representative of the General Council of Medical Education of the United Kingdom.

904. *Staff.*—The staff as appearing in the Estimates for 1938-39 compared with the staff recommended by the Select Committee of the State Council in Sessional Paper XXVIII of 1935 is as follows:—

	Select Committee.	1938-39 Estimates.
Professor of Physiology and Registrar	1	1
Professors :		
Pathology	1	1
Medicine	1	1
Surgery	1	1
Anatomy	1	1
	4	4

		Select Committee.	1938-39 Estimates.
Lecturers :			
Anatomy	..	—	1
Physiology	..	—	1
Pharmacology	..	—	1
Biochemistry	..	—	1
		—	4
Clerks :			
Class I.	..	1	—
Class II.	..	1	2
Class III.	..	3	3
		5	5
Laboratory Assistants :			
Grade I.	..	3	3
Grade II.	..	4	4
Grade III.	..	1	3
		8	10
Peons	..	3	4
Laboratory Attendants	..	6	6
Garden Labourer	..	1	1
Office Labourer	..	1	1
Laboratory Labourers	..	4	6
Watcher	..	1	1
Demonstrators :			
Anatomy	..	—	2
Physiology	..	—	1
Pathology	..	—	1
		—	4
Prosthetic Dental Surgeon	..	—	1
Dental Mechanic	..	—	1
Attendants	..	—	2
Labourers	..	2	2
Latrine Labourer	..	1	1

905. It is claimed that, with the appointment of several full time professors and lecturers, the courses of instruction and training given at the College are now of a very high order and compare favourably with those given by the medical schools in the United Kingdom. We have, therefore, been unable to recommend any reduction in staff without the risk of lowering the standard of work done at the College. We think, however, that the expenditure on the College can be brought down by stopping or drastically reducing the allowances now paid to Lecturers and Examiners. Certain full time officers of the Medical Department, the Medical College, the Education Department, the Government Analyst's Department and the University College draw allowances from the Ceylon Medical College for delivering lectures, conducting examinations, &c. The allowances falling in this category amount to approximately Rs. 21,850 per annum. We agree with the view recently stated by the Treasury that Government " must adhere unswervingly to the principle that it is entitled to call without additional payment for all the services which an officer is capable of performing within normal hours " and that any question of additional remuneration arises only if the giving of lectures, &c., causes really substantial hours of work in excess of normal.

906. At our instance the Medical College Council has carefully scrutinized the expenditure of the College and has adopted the following proposals for reducing the expenditure and effecting an increase in revenue :—

- (i.) Teaching arrangements to be reorganized curtailing expenditure on allowances to lecturers.
- (ii.) The rate of fees for all lectures, tutorials, other classes and examinations to be reduced by 20 per cent.
- (iii.) Three medical officers attached to the Medical College as demonstrators to be replaced by three officers of the honorary house officers' grade of pay, viz., Rs. 150 per mensem instead of Rs. 350 per mensem.
- (iv.) Provision included for College sub-departments in the Draft Estimates for the financial year 1939-40, particularly that under Sub-Head—Special equipment for the College—to be reduced.

- (v.) Payment of fees to supervisors at examinations to be abolished.
- (vi.) Examinations to be conducted without the Government Assessor.
- (vii.) Fees for examinations charged from students to be increased to three times the present rate.

907. The above-mentioned measures, except (iv.) which is outside the scope of this Report and (vii.) which will be dealt with in a separate paragraph, will produce the following savings:—

	Rs.
(i.) Reduction of Lecture Fees, &c., by 20 per cent. effected by an all round reduction in rates	4,826
(ii.) Replacement of 3 Grade II. Medical Officers by Officers in the Honorary House Officers' Grade (this particular change taking place only towards the middle of 1939-40)	3,600
(iii.) Abolition or reduction of certain lecture fees, &c., details of which appear in our Report on Salaries, Allowances, &c.	8,971
(iv.) Abolition of certain remuneration to Assessors and Examiners:—	
	Rs.
(a) For supervising examinations	200
(b) For assessing answer papers	750
	950
(v.) Certain allowances to cease when the present holders of the respective offices change: their successors to regard lecturing to students as part of their normal duties. Details of this appear in our Report on Salaries, Allowances, &c.	3,313
	21,660

908. *Suspension of training of Apothecaries.*—Apothecaries are trained primarily for Government service. There are at present 31 first year students and 32 second year students undergoing training at the Medical College. The number of qualified apothecaries awaiting appointment in the Medical Department is 65. As there is little or no likelihood of apothecaries finding employment as such for several years, we understand that the Principal of the College (Director of Medical and Sanitary Services) has proposed that the training of apothecaries be suspended after the present batch of students have completed their training. The courses will not be re-started until immediately before the need for recruitment of apothecaries is again felt by Government.

We also understand that it is proposed to start a one year's course of training for Pharmacists who will function as Dispensers in certain hospitals, relieving highly paid apothecaries who now do this work.

We support both these proposals.

909. *Fees.*—The fees recovered from the medical students have not been revised since October 1, 1924. The expenditure of the College has steadily increased from Rs. 75,382 in 1924-25 to Rs. 234,115 in 1937-38, and the courses of instruction and training given at the College have been improved. We suggested that the existing scales of fees should be carefully examined with a view to increasing them. The Medical College Council which considered this suggestion at its meeting held on May 19, 1939, thought that there was not much disparity between the scales of fees charged in the Medical Schools in the United Kingdom and those charged in the Ceylon Medical College. The Council has, however, agreed that there were reasonable grounds for increasing the examination fees charged from the students and decided that the fees charged at present should be increased to three times the present rates. The Council has also decided to increase the Entrance Fee from Rs. 10.50 to Rs. 15.

DENTAL SCHOOL.

910. The Dental School was started in February, 1938, with six post-graduate students (qualified medical men) who were to receive a two years' training with a view to granting them a licence to practise dental surgery. It was anticipated that after the second year there would always be at least 12 students undergoing dental training. It was also the intention of the Department to start later a full dental curriculum for students not already possessing a medical qualification.

After the first batch of students who joined in February, 1938, there has been no applicant to join the School even though advertisements calling for applications were published in the *Gazette* and the newspapers. The promoters of the scheme have apparently miscalculated the degree of keenness qualified medical men, who have already spent a minimum of 6 years on medical studies, are likely to show for a further two years' course at the Dental School.

911. A sum of Rs. 48,029.52 (exclusive of the Registrar's salary and rent allowance) has been expended on this School up to the end of September, 1938. The annually recurrent expenditure that will be incurred for the payment of the salaries and allowances to the staff of this School would come to about Rs. 17,746—*vide* figures given below which are taken from the 1938-39 Estimates. This amount is exclusive of the salary and the rent allowance of the Registrar who is also the Assistant Medical Officer, Dental Institute:—

	Rs.	Rs.
Salaries :		
1 Prosthetic Dental Surgeon	9,000	
1 Dental Mechanic	1,275	
2 Attendants	608	
2 Labourers	488	
		11,371
Allowances :		
2 Dental Surgeons at Rs. 1,200 each	2,400	
Lecture fees	3,975	
		6,375
		17,746

The amount provided for Equipment for this School in the 1938-39 Estimates is as follows:—

	Rs.
Dentures	1,000
Equipment	7,000
Special Equipment	7,000
	15,000

912. We were unable to resist the conclusion that the Dental School as at present organized is an expensive luxury and that, if those for whose training it has been established are not prepared to take advantage of it, it must be closed down forthwith. We had under consideration a proposal of the Director of Medical and Sanitary Services that the School should be continued without incurring further expenditure on equipment until October, 1941, in the hope of either post-graduate students turning up at the commencement of the next October term or of the Department successfully organizing classes for students not already possessing a medical qualification who might be attracted in larger numbers. But we understand that, in the meantime, the Board of Ministers have deleted all provision for the Dental School from the Draft Estimates for 1939-40 and we agree with this step.

913. *Savings*.—The following is the total of the savings effected as a result of our recommendations:—

	Rs.
Medical College	21,660
Dental School	17,746
	39,406

Head 61.—Ayurvedic Medicine.

914. Provision is made under this Head for Grants-in-aid to:—

- (i.) the Board of Ayurvedic Medicine
- (ii.) Ayurvedic dispensaries.

915. The annual payments out of this Head of expenditure since 1931-32 have been as follows:—

	To Board of Ayurvedic Medicine. Rs.	To Ayurvedic Dispensaries. Rs.
1931-32	50,000	—
1932-33	50,000	820
1933-34	50,000	3,720
1934-35	50,000	4,960
1935-36	50,000	6,480
1936-37	61,500*	6,840
1937-38	50,000	7,340
1938-39 (Estimated)	50,000	7,500

916. *Grant-in-aid to Board of Ayurvedic Medicine.*—A Board of Ayurvedic Medicine was created in June, 1929, as the result of a resolution passed by the Legislative Council in January, 1928. In July, 1929, the Legislative Council decided that the Board should be paid an annual grant of Rs. 50,000 for ten years at the end of which period the policy should be reviewed. The first grant of Rs. 50,000 was made in 1929-30—*vide* page 634 of Hansard, Volume I, 1929. On January 27, 1937, the Council accepted the Report of the Executive Committee of Health in which it was recommended that the existing Board of Ayurvedic Medicine should be dissolved and in its place a Board consisting of 7 members constituted on the lines of the Ceylon Medical College Council should be appointed to conduct the College of Ayurvedic Medicine. Accordingly the Chairman and members of the reconstituted Board were appointed for a period of two years from 1st June, 1937.

The Executive Committee has since decided that steps should be taken to incorporate the Board. A Bill is being drafted to establish a Board of Ayurvedic Medicine and to vest that Board with the administration and the management of the College, Hospitals, Pharmacies and Dispensaries of Ayurvedic Medicine and the registration of Practitioners of Ayurvedic Medicine. It is expected to be introduced in the State Council at an early date. In the meantime, it is proposed that the term of the present Board of Ayurvedic Medicine should be extended until such time as a new Board is constituted under the proposed Ordinance.

917. We consider that the Ordinance that is being prepared should clearly define the powers and functions of the new Board of Ayurvedic Medicine and its relation to the Central Government. The liability of the Central Government for financing the Board should be limited to the grant of a definite sum, each year, and should not involve the running as Government Departments of the different institutions controlled by the Board.

918. *Grant-in-aid to Ayurvedic Dispensaries.*—In February, 1932, the Executive Committee of Health resolved to recommend to the State Council that a Government grant not exceeding Rs. 500 per annum in each case should be made to Ayurvedic Dispensaries which provide free treatment and which are established by local authorities other than Municipalities, Urban District Councils and Local Boards, if the Executive Committee of Health is satisfied that such dispensary is under adequate management and supervision and serves a useful purpose. As the result of this recommendation a sum of Rs. 5,000 was included for the first time in the Estimates for 1932-33. Since then it has been gradually increased to

* An additional grant of Rs. 11,500 was given in 1936-37 to meet certain liabilities incurred by the Board. Steps were taken that year to see that in future the Board does not incur liabilities in excess of the annual grant of Rs. 50,000.

Rs. 7,500. In 1938 it was decided that the annual grant to a dispensary should in no case exceed Rs. 250 and that the grant should be entirely spent on the provision of drugs, and no part of it should be spent as house rent or as allowances to any one in charge, or in attendance at the dispensary.

Summary of Savings.

919. The following is a summary of savings effected in the Departments under the Executive Committee of Health:—

				Rs.
Quarantine ..	..	..	..	8,514
Medical and Sanitary Services	..	..	..	406,685
Medical College ..	..	..	..	39,406
				<u>454,605</u>

CHAPTER XI.

THE COMMITTEE FOR LABOUR, INDUSTRY AND COMMERCE.

920. The following is a comparative statement of the expenditure of all the departments under the Committee for Labour, Industry and Commerce in 1931-32 and 1937-38:—

	Expenditure in 1931-32.			Expenditure in 1937-38.		
	Personal Emoluments.	Other Charges.	Total.	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Minister for Labour, Industry and Commerce ..	31,168..	2,031..	33,199..	39,939..	1,820..	41,759
Registrar-General and Director of Commercial Intelligence	776,888..	48,607..	825,495..	885,257..	265,053..	1,150,310
Director, Tourist Bureau	— ..	— ..	— ..	25,362..	51,394..	76,756
Director of Commerce and Industries ..	— ..	— ..	— ..	10,722..	23,887..	34,609
Controller of Labour ..	91,087..	137,339..	228,426..	106,605..	502,794..	609,399
	<u>899,143</u>	<u>187,977</u>	<u>1,087,120</u>	<u>1,067,885</u>	<u>844,948</u>	<u>1,912,833</u>

921. An increase of expenditure will be observed in all the Departments under the Minister for Labour, Industry and Commerce. The total expenditure in 1937-38 shows an increase of Rs. 825,713 over the expenditure in 1931-32. Of this increase, Rs. 168,742 is under Personal Emoluments, and the balance Rs. 656,971 under Other Charges.

The most important major change which has taken place in this Ministry is the creation of a new Department for the Director of Commerce and Industries, some work connected with which was previously done by the Registrar-General, who was also Director of Commercial Intelligence. The Tourist Bureau was established in May, 1937, and placed in the charge of a Senior Civil Servant. Apart from the increase in expenditure caused by the above two departments, the increase in Other Charges is also due to the extended activities of the Controller of Labour in respect of relief to the unemployed. Our comments on these increases appear under the respective Heads of Expenditure.

Head 62.—Minister for Labour, Industry and Commerce.

922. The following is a comparative statement of the expenditure of this Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	31,168 ..	2,031 ..	33,199
1932-33	32,051 ..	3,568 ..	35,619
1933-34	34,595 ..	874 ..	35,469
1934-35	44,281 ..	1,519 ..	45,800
1935-36	44,653 ..	1,462 ..	46,115
1936-37	50,035 ..	13,942 ..	63,977
1937-38	39,939 ..	1,820 ..	41,759
1938-39 (Estimated)	42,699 ..	2,700 ..	45,399

923. The staff provided in the 1938-39 Estimates for the Secretary to the Minister for Labour, Industry and Commerce is:—

Secretary, Civil Service, Class II.	..	..	1
Clerks, Class II.	..	..	2
Stenographers	..	..	2
Peons ..	..	..	2
Cycle Orderly	..	..	1

The Secretary has reported that no reduction in staff is possible. We accept this view.

Head 63.—Registrar-General.

924. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32	776,888 ..	48,607 ..	825,495
1932-33	692,638 ..	47,800 ..	740,438
1933-34	689,286 ..	40,005 ..	729,291
1934-35	744,392 ..	103,790 ..	848,182
1935-36	717,704 ..	162,628 ..	880,332
1936-37	756,948 ..	289,027 ..	1,045,975
1937-38	885,257 ..	265,053 ..	1,150,310
1938-39 (Estimated) ..	746,462 ..	55,002 ..	801,464

In 1934-35 the Office of the Director of Commercial Intelligence was added to that of the Registrar-General and was again separated in 1938-39 to form the new Department of Commerce and Industries.

A comparison of the present establishment with that approved previously for the combined Departments would, therefore, be of no practical value.

925. The Registrar-General's Department is administered by the Registrar-General and two Assistants designated the Assistant Registrar-General and the Second Assistant Registrar-General. The post of the Third Assistant Registrar-General, which appears in the Estimates of 1937-38 (salary Rs. 4,500), has remained vacant since 1932.

The work executed in the Department consists of:—

- (1) Registration of documents;
- (2) Custody of notarial records, &c.;
- (3) Supervision of notaries;
- (4) Registration of marriages, births and deaths;
- (5) Vital statistics;
- (6) Registration of trade marks, designs, companies, societies and business names;
- (7) Registration of cheetus;
- (8) Registration of bhikshus;
- (9) Registration of books and other periodicals published in Ceylon;
- (10) Public Holidays;
- (11) Registration of electors and holding of elections in Colombo town electorates; and
- (12) Naturalization of Aliens.

926. The total strength of the Department is 282 clerks on the permanent establishment and 34 temporary clerks, constituting about 1/10th of the whole clerical service. Of the total staff, 88 are employed in the Head Office while the rest are distributed among 40 branch offices—21 Land Registries and 19 Provincial and Assistant Provincial Registrars' Offices. The number of Notaries whose work has to be supervised by the Department is over 1,000; that of Registrars of Marriages, Births and Deaths over 1,100; and of Kathies 39.

927. The work done in Land Registries and Provincial and Assistant Provincial Registrars' offices, with the exception of duties such as administration and correspondence, &c., is tasked, *i.e.*, measured in units. Any work in the Head Office which admits of such measurement is also tasked. The Unit System which was introduced almost at the inception of the Department has made it possible to regulate the clerical strength of the Department according to the fluctuation of work. Moreover, it is reported that in 1933 the Department was subjected to a very intensive investigation and over 100 clerks were retrenched by revising the Unit System—raising the number of units required of a clerk to 10 units for a Saturday and 18 units for other days—and by dispensing with several checks and returns. The Registrar-General has informed us that since the above

reduction in staff was effected, the trade recovery has brought in an increasing amount of registration work and that arrears are a source of public inconvenience, particularly in the Land Registries. He had, therefore, asked for and obtained provision in the 1938-39 Estimates for 11 additional clerks—1 in Class II. and 10 in Class III.

928. After discussion with the Registrar-General, we have reached agreement on the following matters:—

(i.) *Clerical Staff.*—(a) The Office of the Registrar of Lands, Badulla, and that of the Provincial Registrar, Badulla, to be amalgamated. The result is a reduction of one clerk, whom it is proposed to utilize for task work.

(b) The new posts shown in the 1938-39 Estimates—11 clerks, 1 in Class II. and 10 in Class III.—to be suppressed for the present.

(c) 6 Class I. clerks and 34 Class II. clerks to be replaced by 40 Class III. clerks.

(ii.) *Staff Officers.*—(a) The post of the Third Assistant Registrar-General which remained unfilled for some time to be permanently abolished.

(b) Registrar of Companies: We understand that both the Registrar-General and the Director of Commerce and Industries agree that the administration of the new Companies Ordinance should more appropriately be in the charge of the latter. The Ordinance deals, *inter alia*, with scrutiny of balance sheets, banking, registration and supervision of accountants, &c., matters which are decidedly of a commercial character. Figures relating to investments, share capital, dividends, profits, &c., will be frequently required by the Director of Commerce and Industries for his work and it is bound to be a great convenience and saving of labour if all papers relating to Companies are with him. The allied Ordinance, the Insurance Bill, is to be administered by the Director of Commerce and Industries and we see no reason why the Companies Ordinance should not also be assigned to him. The transfer is recommended for the further reason that there will not be sufficient work for a full time Registrar after the Companies Ordinance has been brought into operation and the routine working put into order during the first few months.

If this recommendation is adopted, the provision in the Estimates for a Registrar of Companies on a salary scale of Rs. 4,500 to Rs. 9,600 can be deleted. We consider that this would be a net saving as we are informed that there is an officer in the Department of Commerce and Industries who has previously been attending to this work and who can now be appointed Registrar in addition to his other duties.

(iii.) *Medical Registrars of Births and Deaths.*—We discussed with the Registrar-General the question whether the work of the Stipendiary Medical Registrars at outstations could not be handed over to the Officers of the Medical Department in addition to their own duties. But the Registrar-General was of the opinion that the nature of the work of the Medical Registrars was such that the existing appointments in outstations must be continued in the interests of public convenience unless full-time Government Officers were made available by the Medical Department for registration duties. The Director of Medical and Sanitary Services, with whom we discussed the matter, thought it possible that Medical Officers in some of the larger towns (excluding Colombo) could undertake these duties with the Apothecaries acting as deputies. The Registrar-General to whom we referred the matter again for re-consideration agreed to the post of Medical Registrar, Kandy, being suppressed and his work being undertaken, as an experiment, by a Medical Officer in the Kandy hospital. We have dealt with this question in detail in our report on the Medical Department.

(iv.) *Temporary Clerks for preparation of Indexes.*—We were informed that the Indexes would be completed in about 3 or 4 years more and that this vote (Rs. 3,000) would then disappear.

(v.) *Other Charges.*—(a) Sub-head 5: Binding, &c., to be reduced from Rs. 1,750 to Rs. 1,000.

(b) Sub-head 8: Incidental Expenses: *Item* Miscellaneous Expenses to be reduced from Rs. 2,100 to Rs. 1,100 and the total sub-head from Rs. 4,050 to Rs. 3,050.

Revenue.

929. We have also examined certain of the revenue-producing functions of the Registrar-General, and make the following proposals:—

(1.) *Birth Certificates.*—A birth certificate costs an applicant ordinarily Rs. 2.25 and upwards, i.e.:—

	Rs.	c.
Stamp duty on application	1	0
Stamp duty on copy	0	50
Copying fees	0	50
Search fees—25 cents for three months and 50 cents for a longer period not exceeding one year, and 50 cents for every additional year or part of a year.		

But for admission of pupils to English Schools recognized by the Director of Education, birth certificates are issued on a reduced inclusive fee of 50 cents. We consider this charge too low. The cost of issuing one of these certificates is estimated at 60 cents and we recommend that the fee be raised to Re. 1. If the recommendation is adopted, an additional income of Rs. 5,000 a year can be anticipated.

The Minister for Labour, Industry and Commerce has informed us that in order not to increase the cost of education he would prefer raising the fee to 60 cents only.

(ii.) *Applications for copies of deeds and of encumbrances to lands.*—The Department receives on an average over 15,300 applications a year for copies of deeds and of encumbrances to lands. These applications are not liable to any stamp duty under the Documents Registration Ordinance, No. 23 of 1927, unlike applications for copies under the Births, Deaths and Marriages Ordinances which are each liable to a stamp duty of Re. 1.

Every application for a copy of a deed or of encumbrances entails a fair amount of work before the fee for the copy is called for and received and the copy issued—search of the registers, taxing of the fee, &c., but when fees are called for many applicants do not take any further action, and there is no recompense to the Department for the work already done. In 1937, 8,764 applications—nearly 20 per cent.—were abandoned after the fees were called for.

We do not consider that any real hardship will be caused to the public if these applications are made each liable to a small stamp duty, say, Re. 1 or 50 cents. This will bring in a revenue of about Rs. 15,000 or Rs. 7,500 a year, according to the rate of duty imposed.

930. With a view to further economies, we also considered the following questions with the Registrar-General:—

(a) Whether the Personal Index of Land Registries should be maintained.

The Registrar-General stated that the system of registration in force in Ceylon was the registration of documents and under this system, so far as could be ascertained, two indexes were maintained in every part of the world where such registration was in force i.e., an index according to the situation of the land and another according to its ownership. He was, therefore, opposed to the abolition of the Personal Indexes. We agree.

(b) Whether the check now exercised of comparing all original deeds with the duplicate should be continued.

The matter was discussed with the Treasury, who have agreed to a test check only of the duplicates of deeds with the originals. The Registrar-General has informed us that though the aggregate saving in staff effected by this change would be about 5 clerks there could be no permanent reduction of his present staff by this number. This change will, however, result in a proportionate reduction of the cost of contract labour which is now employed in the Land Registries. The possibility of effecting a permanent reduction in staff should, however, be examined by the Treasury after the new arrangement has been working for about six months.

- (c) Whether all the Muslim Marriage records filed in the Provincial Registrars' Offices should be translated into English.

The Registrar-General, who was requested to look into the question, has informed us that he did not quite see the necessity for maintaining these translations and that he had issued instructions for the discontinuance of this practice.

- (d) Whether the protocols, &c., of the deceased notaries should be preserved intact for all time.

We thought that, if most of them could be destroyed after extracting anything worth preserving, the ever recurring expenditure on record presses and additions to record-rooms could be eliminated for many years to come. The Registrar-General has informed us that the Executive Committee for Labour, Industry and Commerce which considered this proposal has approved of the destruction of protocols after 10 years and that steps are being taken to make the necessary amendment to the Notaries Ordinance, No. 1. of 1907.

931. *Savings*.—The reductions recommended by us are estimated to produce the following savings:—

Personal Emoluments.—

Salaries :	Rs.	Rs.
1 Clerk, Class II.	1,860	
10 Clerks, Class III.	8,400	
Difference in mean salaries of 6 clerks, Class I. and 6 clerks, Class III.	16,740	
Difference in mean salaries of 34 clerks, Class II. and 34 clerks, Class III.	34,680	
1 Registrar of Companies	7,050	
3rd Assistant Registrar-General	4,500	
	<hr/>	73,230
Allowances :		
Rent allowance	8,202	
Other allowances, details of which appear in our Report on Salaries, Allowances, &c. :		
(i.) Bonus to Provincial Registrars' and Assistant Provincial Registrars' Offices (approximate)	5,000	
(ii.) Duty allowance to 9 Registrars of Lands	270	
(iii.) Allowance to the Secretary to the Board of Kathis	60	
	<hr/>	13,532
Other Charges:—		
Binding on contract	750	
Incidental Expenses	1,000	
	<hr/>	1,750
		<hr/>
		88,512

Head 64.—Director, Tourist Bureau.

932. A Sub-Committee of the Executive Committee for Labour, Industry and Commerce decided in 1935 (Sessional Paper VI.—1935) that the establishment of a Government Tourist Bureau was both desirable and necessary. They proposed, *inter alia*, that a 'stand-out man' should be secured from abroad to organize the work on a short term agreement for a period of three to five years. He was to train a Ceylonese with good educational qualifications and with some experience in office routine. The Ceylonese was to be sub-manager, receiving training under the expert with a view to succeeding him after the expiry of his agreement.

933. The Executive Committee for Labour, Industry and Commerce accepted the Sub-Committee's proposals in general, but recommended that the expert should be engaged for a period of two years on a salary of Rs. 18,000 per annum, and the sub-manager (Ceylonese) on a salary of 4,200—200—6,000 on two years' probation. The State Council accepted the report of the Executive Committee on 12th July, 1935, but it was found difficult to engage a suitable expert from

abroad on the above terms. A senior Civil Servant was, therefore, appointed in May, 1937, to organize the work and to place the Tourist Bureau on a firm footing. The expenditure of this Department for 1937-38 and 1938-39 is as follows:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1937-38	25,362 ..	51,394 ..	76,756
1938-39 (Estimated) ..	26,690 ..	63,700 ..	90,390

934. *The Director, Tourist Bureau.*—The Director, Tourist Bureau, sent us the following report as regards the future of his post:—

“ I submit that most of the ground work in connection with the organization of the Department has already been done and it will not be necessary to employ a full time senior Civil Servant as the Director of the Bureau, unless larger apportionments are made in the immediate future by the Council for external publicity—which I consider is most unlikely. My office staff is already fairly conversant with the methods of advertising, routine work in regard to the compilation and distribution of maps, posters, booklets, &c., collection and supply of information necessary for the different types of tourists who visit Ceylon, preparation of itineraries and such other matters. I anticipate that within another few months, most of the work will be standardized and it will not be necessary to place a full time Civil Servant in charge of the Bureau. At the same time, I consider it to be a matter of vital importance that the activities of the Bureau should continue to be guided by a senior Civil Servant, as it is essential to establish contacts and maintain right relations with agencies abroad, heads of foreign tourist organizations who visit the Island, heads of local business firms and heads of Government departments, with a view to get their full co-operation in the work of the Bureau. This can best be done, in my opinion, by an officer of Civil Service rank. I, therefore, think that the post of Director, Tourist Bureau, should be combined with another post in the Civil Service. With the separation of the branches dealing with registration of motor cars, statistics and commercial work from the Registrar-General's Department, it should be possible, I think, for one officer to administer both that Department and the Tourist Bureau.”

We agreed that the above suggestion would be a feasible arrangement provided that the present Director of the Tourist Bureau was appointed Registrar-General on the retirement, in February, 1939, of the present holder of the latter post. We thought that the Tourist Bureau might very well continue to receive the benefit of the experience gained by its first Director during the period of 18 months from its inception. We recommended the adoption of this arrangement so long as these personal factors existed and Government has already given effect to our recommendation.

We would, however, note here that Tourism is so connected with Commerce and Marketing that in the event of the suggestion made by us under Head 65, Director of Commerce and Industries, for the amalgamation of the Marketing Department with the Commerce Branch materializing, the Tourist Bureau might also be brought into the same group.

935. *Other Staff.*—Besides the Director, the staff of the Bureau as provided in the 1938-39 Estimates consists of:—

- 1 Secretary
- 2 Clerks
- 1 Courier, and
- 2 Peons.

We do not consider it advisable, in the present state of development of the Bureau, to make any reduction in the above staff.

936. *Office Accommodation.*—We find that Government is paying a rent of Rs. 9,000 per annum for the present office occupied by the Tourist Bureau. This expenditure, we consider, very high and suggest that Government should arrange, if possible, either to surrender the lease at an early date or to sub-let the premises. Suitable accommodation for the Tourist Bureau can be found, we were told, in the building occupied by the “Ceylon Products” in Chatham Street. If this is considered too far removed from the Jetty from the tourists’ point of view, we would suggest that a small sub-office be opened to serve as a ‘trailer’ in the neighbourhood of the Entrance Hall of the Passenger Jetty. The Minister for Labour, Industry and Commerce to whom we mentioned the above proposal thinks that the building occupied by “Ceylon Products” is too far removed from the Jetty and that the best arrangement is to obtain suitable accommodation in the Jetty itself, if that can be done.

We would not advise any immediate addition to the staff on the score of the sub-office, which should be placed in charge of one of the clerks of the Bureau.

937. Our recommendation to combine the post of Director, Tourist Bureau, with that of the Registrar-General has resulted in a saving of the salary and allowance of the present Director, Tourist Bureau, viz., Rs. 21,060.

Head 65.—Director of Commerce and Industries.

938. Under the new Constitution inaugurated in 1931, the subjects of Industry and Commerce were allotted to the Ministry for Labour, Industry and Commerce. As there was then no Department directly dealing with these functions the new duties were assigned to the Registrar-General with the additional designation of “Director of Commercial Intelligence”.

A Sub-Committee of the Executive Committee for Labour, Industry and Commerce was appointed in 1936 to examine the working of the Department of the Registrar-General and Director of Commercial Intelligence and make recommendations for its reorganization. The present Department of Commerce and Industries under a separate and full time officer is the practical result of the Sub-Committee’s report which was accepted by the State Council in November, 1937; the new Department was not constituted till June, 1938. The expenditure provided for this Department in the 1938-39 Estimates is as follows:—

	Rs.
Personal Emoluments	277,918
Other Charges	394,041
	671,959

939. The existing staff of the Department consists of the following:—

(The list includes the posts to the filling of which we have already given our consent).

Director of Commerce and Industries, C.C.S., Class I., Grade I. ..	1
Deputy Director of Commerce and Industries ..	1
Assistant Director of Commerce and Industries ..	1
Commercial Assistant ..	1
Clerks	33
Stenographer	1
Bookbinder	1
Peons	9
Labourers	3

Ceylon Houses in London and Bombay.

Trade Commissioners (2), with necessary staff.

Industrial Division.

Technical Adviser on Industries (temporary) ..	1
Industrial Engineer	1
Leather Expert (temporary)	1
Draughtsmen-Clerks	2
Pottery Demonstrators	4

<i>Laboratory.</i>				
Chemist	..	..	..	1
Laboratory Attendants	..	..	..	2
<i>Workshop.</i>				
Ceramic Chemist (temporary)	..	..	..	1
Foreman Draughtsman	..	..	..	1
Workshop Attendants	..	..	..	2
Watcher	..	..	..	1
Labourer	..	..	..	1
<i>Coir Yarn Factory and Demonstration Units.</i>				
Superintendent of Coir and Textile Demonstration	..	..	..	1
Foreman	..	..	..	1
Assistant Foreman	..	..	..	1
Mat Assistant	..	..	..	1
Matting Assistant	..	..	..	1
Dyeing and Printing Assistant	..	..	..	1
<i>Demonstration Units.</i>				
Demonstrators	..	..	..	9
Assistant Demonstrators	..	..	..	9
Second Assistant Demonstrators	..	..	..	9
<i>Statistical Division.</i>				
Statistical Assistant	..	..	..	1
<i>Economic and Industrial Survey.</i>				
Supervisor	..	..	..	1
Investigators	..	..	..	20
Junior Investigators	..	..	..	5
Probationer Investigators	..	..	..	5
<i>Weights and Measures.</i>				
Inspector	..	..	..	1
Laboratory Attendant	..	..	..	1

940. *The Deputy Director of Commerce and Industries.*—This post carries a salary of £1,400—50—1,550. The Director of Commerce and Industries has agreed with us that if the person appointed to the post of Director had previous experience in commerce or industries it would be possible to dispense with an officer of the status of his present Deputy, and work the Department with two Assistant Directors, one for Commerce and the other for Industries. We recommend that when the present Director retires, the question of the suppression of the post of Deputy Director be considered along with the appointment of a new Director.

941. *Clerical Staff.*—This consists of 33 clerks graded as follows:—

Class II.	..	..	..	14
Class II. (Railway)	..	..	..	2
Class III.	..	..	..	17
				33

The Director at first agreed with us that the number of clerks could be immediately reduced by one, but later asked that this reduction should not be effected at present owing to the accumulation of arrears in the accounting branch. He also agreed further to reduce his clerical staff by 2 clerks when the Food Control work is completed.

942. *Ceylon Houses in London and Bombay.*—The appointment of Trade Representatives in London and Bombay is said to follow the up-to-date practice of progressive states for the promotion of the export trade of their respective countries. The Director stated as follows:—

“ The primary function of Trade Commissioners is to keep their Governments advised of important openings for trade and supply general information of economic and commercial value. They also act as the accredited representatives of their Governments in any trade negotiations. They act as publicity officers; information bureaux; agents for their Governments in the purchase of Government stores; diplomatic officers in any trade negotiations; correspondents on trade and commerce with other Governments . . . In the first period of the appointments of Trade Commissioners the emphasis was more on publicity and the giving and collecting of information than on trade. Increasing attention must be paid to trade as time goes on ”.

Opinion differs as regards the usefulness to the Island of the Ceylon Houses abroad. The House in London was established in 1935 and is now under the second representative who was appointed a year ago. The House in Bombay has just entered its second year of existence. The Director is of the opinion that they have made material contributions to the progress of the trade of the Island and that the criticism against them is due to impatience for quick and phenomenal results.

On the facts before us we feel that we should not make any definite recommendation one way or the other. We have no doubt that the Minister will keep a close watch on the results achieved by these Institutions.

943. *Industrial Division.*—This Division obtained a separate existence with the appointment of a Technical Adviser on Industries in 1935. We are informed that the industrial development of the Island is a definite policy of the Ministry of Labour, Industry and Commerce, and that the State Council has, by repeated acts, agreed to the implementing of many aspects of this policy. In explanation of this policy the Director reported—

“ The industrial policy of this Department may briefly be said to be:—

- (1) to conduct surveys of existing industries,
- (2) to investigate the possibility of new industries,
- (3) to give technical advice and instructions,
- (4) to foster the development of industries,
- (5) to demonstrate modern methods of manufacture,
- (6) to control and improve existing industries ”.

The underlying principle is to interest the public in starting new industries which have been investigated and found suitable by the Department.

There has been much public criticism of the methods adopted to foster the development of industries, particularly against the Government embarking on industrial undertakings like the Coir Yarn Factory, Plywood Factory, &c, which, the critics say, should be left to private enterprise. The Department's attitude is that new industries, on which private enterprise is unwilling to embark for some reason or other and which are proved to be a commercial proposition, must be established by Government. We are informed that what the Department attempts to do in such cases is the pioneer work in the establishment of the industry and, having proved the success of the industry, the Department will leave further development and exploitation to private enterprise if suitable arrangements can be made for it.

In order to allay the fears of some critics that much money is likely to be wasted by establishing factories and installing expensive machinery before their commercial possibilities have been examined and reported on favourably by recognized experts, we might add that even though money for a factory, like the Plywood Factory, may be voted by the State Council, the scheme will not be put into effect

unless the expert to be imported in each case or other recognized advisers approve of the scheme as a whole. We are assured that in the case of the Plywood Factory, which has recently been the subject of very severe criticism, the practicability of the scientific process and the commercial possibilities of the scheme are still under examination and that the factory will not be established until such examination is completed.

In view of the policy of Government to foster the industrial development of the Island, we can raise no objection to the appointment of experts, on a temporary basis, for purposes of investigation and other pioneer work.

944. *Technical Adviser on Industries.*—This officer has completed his term of service and left the Department. No provision for such a post will be necessary in subsequent Estimates.

945. *Ceramic Chemist (temporary).*—The Director informs us that the officer selected for the post of Chemist possesses a requisite knowledge of ceramic chemistry which will avoid the post of Ceramic Chemist having to be filled. The provision for a Ceramic Chemist may, therefore, be deleted.

946. *Coir Yarn Factory.*—The Director suggested to us that the Coir Yarn Factory should be converted into a commercial unit or fees charged for the training of applicants sufficient to yield up to 15 per cent. of the proposed expenditure. We are not sanguine about the success of either course. Converting the Factory into a commercial unit will react unfavourably on other local factories and the cottage side of the industry. The prospect of attracting paying learners is somewhat remote as even under a non-paying system there have been no learners since November last. However, as the Factory has been erected and some machinery installed (and others are under order) the alternative of closing down the Factory at this stage may not be desirable.

Perhaps the utilization of the Factory as a finishing centre for articles turned out in the villages and as a free training centre for those likely to take up this industry might be the best course. The officers in charge of the Factory should also interest themselves in the marketing of finished goods, in addition to undertaking propaganda work regarding the production of better fibre, better yarn and better articles.

947. *Demonstration Units.*—The present method of work by Demonstration Units does not appear to be likely to foster either the Coir or Textile Industries. We consider that each Demonstration Unit should consist of two members. Their main function should be to visit the homes of the villagers, ascertain who are interested in taking up these industries, explain to them the improved process of manufacture and endeavour to develop the industry in the homes of the villagers. Demonstrations at the Centres should not be given preference to visits to the homes. The work of these Demonstrators should be closely watched by the respective Supervisors, by ascertaining the results and by an examination of their diaries. The Chief Headmen should be requested to take an interest in the work of the Demonstrators.

Another suggestion we wish to offer in this connection is that before a Demonstration Unit is sent out to an area the suitability of that area for the industry they are expected to develop should be carefully examined. So far as the Coir Industry is concerned, a large field is perhaps available as raw materials are at hand in most parts of the Island, but in the case of the Textile Industry the raw material has to be imported, the equipment necessary is more expensive and it is difficult to stimulate interest in people to whom this industry is entirely foreign. We think that at least for some time to come, the Department should concentrate its textile activities in Districts where there is already a weaving community and where propaganda on improved methods is likely to produce good results.

Other Charges.

948. We have agreed to the undermentioned reductions in the votes for "Other Charges" for 1938-39 which were proposed by the Director:—

(i.) *Sub-head 9, Expenses in connection with Industries.*—A sum of Rs. 2,000 was provided for the equipment of the Industrial Museum. This need not be spent as the formation of an Industrial Museum can be postponed in view of the present financial situation.

(ii.) *Sub-head 11, State Aid to Industries.*—A sum of not more than Rs. 50,000 out of the provision of Rs. 100,000 is sufficient.

949. *Amalgamation of the Marketing Department with the Commercial Branch of the Department of Commerce and Industries.*—When dealing with the Department of the Commissioner for Development of Agricultural Marketing, we referred to the question whether the present requirements of the Ministry of Agriculture and Lands and the Ministry of Labour, Industry and Commerce could not be met more efficiently and economically than at present by the amalgamation of the Agricultural Marketing Department with the Commercial Branch of the Department of Commerce and Industries. It is admitted that there is a certain amount of overlapping of functions: but as the Department of Commerce and Industries is still growing, it will be unable, at this stage, to take over all that is now done by the Commissioner for Development of Agricultural Marketing without adding on to itself practically the whole of the latter's establishment. Further, the Marketing Department is also rapidly expanding its functions. We do not, therefore, consider that any immediate retrenchment can be effected by amalgamating these Departments. We are, however, of the opinion that as soon as the present rate of expansion has slowed down and conditions become stable on both sides, the question of effecting greater economy and efficiency by amalgamating them should be reviewed, as we consider that the present arrangement leads to much avoidable overlapping and unnecessary expenditure.

950. *Savings.*—Our recommendations are estimated to produce a saving of Rs. 63,160 arrived at as follows:—

Personal Emoluments:—

Salaries:

	Rs.	Rs.
(a) Ceramic Chemist	5,700	
(b) 2 Clerks, Class II. (Railway) .. .	3,660	
	<hr/>	9,360

Allowances:

Discontinuance of allowance to part time Registrar of Patents (details appear in our Report on Salaries, Allowances, &c.)	1,800
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Other Charges.—

(a) Sub-head 9, Expenses in connection with Industries ..	2,000	
(b) Sub-head 11, State Aid to Industries ..	50,000	
	<hr/>	52,000
		<hr/>
		63,160

Head 66.—Controller of Labour.

951. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32	91,087	137,339	228,426
1932-33	108,499	147,902	256,401
1933-34	109,178	119,919	229,097
1934-35	109,353	528,766	638,119
1935-36	107,222	164,180	271,402
1936-37	106,566	416,365	522,931
1937-38	106,605	502,794	609,399
1938-39 (Estimated) ..	142,820	617,780	760,600

The abnormal rise in Expenditure in 1934-35 which continued in 1936-37, 1937-38, and 1938-39 is due mainly to increased expenditure on relief of unemployment and distress.

952. *Staff.*—The staff as appearing in the 1938-39 Estimates compared with the number approved by the Select Committee of the State Council in Sessional Paper XXVIII, of 1935 is as follows:—

	1938-39 Estimates.	Select Committee.	Excess.
Controller of Labour ..	1	1	—
Deputy Controller of Labour ..	1	1	—
Assistant Controller of Labour ..	2	1	1
Travelling Inspectors ..	6	4	2
Clerks :			
Class I. ..	1	3 (reduction of 2 Clerks in Class I.)	3
Class II. ..	10	7	3
Class III. ..	23	21	2
Class II. (Railway) ..	1	—	1
Stenographer ..	1	—	1
Binders ..	2	2	—
Duffadars (Escort Peons) ..	2	2	—
Office Peons ..	9	9	—
Cycle Orderly ..	1	1	—
Office Labourer ..	1	1	—
Escort Peons ..	23	23	—
Employment Exchange.			
Manager ..	1	—	1
Assistant Manager ..	1	—	1
Clerks ..	4	—	4
Peons ..	2	—	2
Labourer ..	1	—	1
Recruiting Agencies.			
Agents ..	3	—	3
Clerks ..	3	—	3
Peons ..	6	—	6

953. *Assistant Controllers of Labour.*—The current year's Estimates provide for 2 Assistant Controllers. The Controller agreed with us that the additional post of Assistant Controller of Labour which appears for the first time in the current year's Estimates could be suppressed, but wished it to be stated that if the activities of the Department were to be extended as contemplated by the Ministry of Labour, Industry and Commerce, it would be necessary to increase the number of staff officers by at least one.

954. *Travelling Inspectors (temporary).*—We understand that the Travelling Inspectors perform certain duties in connection with the Recruiting Agencies for indigenous labour. The question of closing down these Agencies is under consideration. We have no objection to the continuance of the three temporary posts for the present on a temporary basis.

955. *Clerical Staff.*—The distribution of the clerical staff will be considered Branch by Branch:

(i) *Administrative Branch.*—The Controller has agreed with us that the post of Despatch Clerk could be suppressed and the officer released for other duties.

Stenographer.—We recommend the appointment of a stenographer in place of one of the typists who can be released for other duties. The Controller has agreed to this proposal.

Binders.—We consider that one binder is sufficient for the binding work of this Department. We would suggest that the filing system of the Department be investigated with a view to its improvement. The Controller has agreed to release one binder.

(ii) *Wages Branch.*—The Controller has agreed with us that when the Indigenous Labour Recruiting Agencies are closed down, one clerk from this Branch can be released.

(iii.) *Assessment Branch*.—As the work performed by this Branch is exclusively on Immigration Fund account, we suggested that the question of meeting the salaries of the staff of this Branch from the Fund be looked into. This will necessitate, we understand, an amendment of Ordinance No. 1 of 1923. The Controller has undertaken to examine this question.

We also suggested that if the assessment of acreage fees is undertaken either half-yearly or annually there might be some saving in staff. The Controller undertook to look into this question.

(iv.) *Financial Branch*.—The Controller has agreed with us that one Class II. clerk could be released from this Branch when the Recruiting Agencies are closed down.

956. *Peons*.—The Controller has agreed to retrench one office peon immediately and two escort peons when they reach the age limit.

957. *Unemployment Relief Works*.—We are of the opinion that if the supervision and management of all unemployed relief schemes are transferred to the Public Works Department, there would be better technical supervision and less overhead charges. The question should be further pursued by the Treasury. If this proposal is given effect to, there should be a further reduction in the staff of this Department.

958. *Recruiting Agencies*.—These Agencies deal with the recruitment of indigenous labour. There are two Agencies at present and it was proposed at one time to open others. But we gather that this system of recruitment has not proved a success and that the question of closing down the Agencies is under consideration. We support this step.

If the Agencies are closed down, the following provisions made for them in the current Estimates can be saved:—

	Rs.	Rs.
Staff :		
3 Agents	2,700	
3 Clerks	1,440	
6 Peons	1,440	
	<hr/>	5,580
Other Charges :		
Travelling	3,620	
Stationery	1,200	
Rent	1,080	
Transfer of indigenous labour	16,000	
Incidental Expenses	880	
	<hr/>	22,780
		<hr/>
		28,360
		<hr/>

959. *Savings*.—The reductions recommended above are estimated to produce the following savings:—

Personal Emoluments:—

	Rs.
Salaries :	
1 Assistant Controller of Labour	4,900
3 Travelling Inspectors (temporary) (conditional on the closure of the Recruiting Agencies)	9,000
1 Clerk, Class II.	1,860
3 Clerks, Class III.	2,520
1 Binder	510
1 Peon	372
2 Escort Peons	744
	<hr/>
	19,906
Allowances :	
Rent allowance	500
	<hr/>
	20,406
Expenses of the Recruiting Agencies	28,360
	<hr/>
	48,766
	<hr/>

Summary of Savings.

960. The following is a summary of savings effected in the Departments under the Executive Committee for Labour, Industry and Commerce:—

	Rs.
Registrar-General	88,512
Tourist Bureau	21,060
Director of Commerce and Industries	63,160
Controller of Labour	48,766
	<u>221,498</u>

CHAPTER XII.

THE COMMITTEE FOR EDUCATION.

961. The following is a comparative statement of the expenditure of all the departments under the Committee for Education in 1931-32 and 1937-38:—

	Expenditure in 1931-32.			Expenditure in 1937-38.		
	Personal Emoluments. Rs.	Other Charges. Rs.	Totals. Rs.	Personal Emoluments. Rs.	Other Charges. Rs.	Totals. Rs.
Minister for Education ..	15,327..	1,691..	17,018..	36,754..	2,850..	39,604
Education ..	4,946,824..	7,590,123..	12,536,747..	6,184,745..	11,376,085..	17,560,830
University College ..	380,504..	55,079..	435,583..	440,867..	129,163..	570,030
Archæological Department ..	26,240..	58,349..	84,589..	49,631..	94,373..	144,004
Colombo Museum ..	64,029..	23,207..	87,236..	88,809..	43,464..	132,273
	<u>5,432,724</u>	<u>7,728,449</u>	<u>13,161,173</u>	<u>6,800,806</u>	<u>11,645,935</u>	<u>18,446,741</u>

Increases in expenditure to varying extents have taken place between 1931-32 and 1937-38 in all departments under the Minister for Education. The total expenditure in 1937-38 of the departments shows an increase of Rs. 5,295,568 over the expenditure in 1931-32. Of the increase, Rs. 1,368,082 is due to increase in Personal Emoluments and the balance Rs. 3,917,486 to increase in Other Charges. The increase in Personal Emoluments is mainly due to increases in cadre, which are referred to under their respective Heads, and to normal increments to officers. The increase in expenditure on Other Charges is chiefly due to the increased activities in Education and to the operation of the existing salaries Scheme for teachers. We refer to these matters in detail under their respective Heads of Expenditure.

Head 67.—Minister for Education.

962. The following is a comparative statement of the expenditure under this Head from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
1931-32 ..	15,327	1,691	17,018
1932-33 ..	15,759	2,247	18,006
1933-34 ..	15,983	2,833	18,816
1934-35 ..	22,266	2,346	24,612
1935-36 ..	22,757	2,541	25,298
1936-37 ..	28,345	2,550	30,895
1937-38 ..	36,754	2,850	39,604
1938-39 (Estimated) ..	37,654	3,100	40,754

A full-time Secretary to the Minister, drawn from the Civil Service, was appointed in June, 1937. Until that time the Deputy Director of Education or one of the Assistant Directors acted as Secretary in addition to his own duties.

963. The staff provided for in the 1938-39 Estimates for the Office of the Secretary to the Minister for Education is:—

Secretary, Civil Service, Class II. ..	1
Clerk, Class II. ..	1
Stenographer ..	1
Peons ..	2
Cycle Orderly ..	1

The Secretary has reported that no reduction in staff is possible. We accept this view.

Head 68.—Education Department.

964. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32 ..	4,946,624 ..	7,590,123 ..	12,536,747
1932-33 ..	5,019,296 ..	7,618,301 ..	12,637,597
1933-34 ..	5,187,527 ..	7,836,043 ..	13,023,570
1934-35 ..	5,375,184 ..	10,944,610 ..	16,319,794
1935-36 ..	5,547,390 ..	10,286,373 ..	15,833,763
1936-37 ..	5,725,758 ..	11,023,678 ..	16,749,436
1937-38 ..	6,184,745 ..	11,376,085 ..	17,560,830
1938-39 (Estimated) ..	7,151,732 ..	12,297,045 ..	19,448,777

The expenditure in 1937-38 is approximately 5 million rupees more than the expenditure in 1931-32. Of this increase, approximately one million rupees was due to increase in Personal Emoluments and the balance 4 million rupees to increase in Other Charges, most of which is spent on Secondary and Primary Education. We refer to this matter in detail later.

965. The Education Department as now organized consists of a Head Office in Colombo, 4 Divisional Offices situated in Colombo, Kandy, Jaffna, and Galle, each in charge of a Divisional Inspector of Schools and various educational institutions.

HEAD OFFICE.

Superior Staff.

966. The Superior Staff of the Head Office as appearing in the 1938-39 Estimates and that approved by the Select Committee of the State Council (Sessional Paper XXVIII. of 1935), are as follows:—

	1938-39. Estimates.	Select Committee.
Director	1 ..	1
Deputy Director	1 ..	1
Assistant Directors	3 ..	3
Accountant	1 ..	1
Assistant Accountants	2 ..	1
Office Assistant	1 ..	1
Superintendent of Examinations	1 ..	1
Supervisor of Sinhalese Education	1 ..	1
Chief Sinhalese Translator to Government	1 ..	1
Supervisor of School Buildings	1 ..	1

The only increase is in the number of Assistant Accountants, a second Assistant Accountant, having been appointed in 1937, to deal with the accounts relating to the feeding of school children.

967. *Director, Deputy Director, and three Assistant Directors.*—We discussed with the Director of Education the possibility of a reduction in the number of Assistant Directors. He informed us that the post of Second Assistant Director, who deals with the supply and training of teachers in addition to other duties, can be suppressed provided that the education policy of Government does not undergo any change resulting in increased activity in the branch of work with which this officer is concerned. The Teachers' Certificate Examination has been suspended for some time past owing to the existence of a large number of teachers awaiting appointment. No marked increase in the work connected with the training and certification of teachers is anticipated. We therefore recommend the suppression of one of the posts of Assistant Director.

968. *Accountant and two Assistant Accountants.*—This Department had only one Accountant till February, 1935, when an Assistant Accountant was appointed for the purpose of checking the assessment of grants. In 1937 a second Assistant

Accountant was added and placed in charge of the disbursements under the new vote for the feeding of school children. In view of the large expenditure of the Department and the work involved in the assessment of grants under the present system, the Director considers that both the posts of Assistant Accountant should be retained. We therefore propose no reduction for the present, but we recommend that after the Code amendments relating to grants proposed by us have been in operation for two years the work of the Accounting Branch as a whole should be examined with a view to effecting economy in staff wherever possible.

969. *Posts of Office Assistant and Chief Clerk.*—The Office Assistant is in Class III. of the Civil Service. An appreciable portion of the Office Assistant's present duties relates to matters which should be assigned to the Accounting Branch. We suggested to the Director that after transferring such work relating to stores, indents, signing of cheques, leases, contracts and other items of an accounting nature to the Accountants, the balance of the Office Assistant's duties could be assigned to the Chief Clerk who is an officer in the Special Class of the Clerical Service. The Director, while agreeing that one of the two posts could be suppressed, thought that the post of Office Assistant would be more useful to him than that of Chief Clerk. We, however, recommend the suppression of the post of Office Assistant.

970. *Supervisor of Sinhalese Education.*—The post of Supervisor of Tamil Education was abolished when the officer holding it retired some years ago. The post of Supervisor of Sinhalese Education, like its Tamil counterpart, has also ceased to serve any useful purpose. The Director agrees that the post can be suppressed.

971. *Supervisor of School Buildings.*—This Officer functions as an "Economy Officer" scrutinizing estimates for the erection and maintenance of school buildings. The Select Committee of the State Council sanctioned the creation of this post on a temporary basis in the first instance and laid it down that the necessity for its retention should be considered after a few years. The Director informs us that considerable saving has been effected in the expenditure on school buildings as a result of the check and control exercised by this officer. He will have greater direct responsibility when the new Education Ordinance, which abolishes the executive functions of Rural Education District Committees, comes into force. This post should therefore be retained.

972. *Chief Sinhalese Translator.*—This officer will take over the duties now performed by the Supervisor of Sinhalese Education when that post is abolished. His post should be retained.

An officer in the Special Class of the Clerical Service attached to the Governor's Office, now functions as the Chief Tamil Translator to Government. Translation from and into vernacular languages is a subject in charge of the Executive Committee for Education under the Constitution. We are, therefore, of the opinion that the work now done by the Chief Tamil Translator in the Governor's Office should be taken over by the Education Department, his post in the Governor's office being suppressed.

With the suppression of the post of Chief Tamil Translator in the Governor's Office, the Director thinks that a post of similar standing should be created in his Department. The Tamil translation work in the Education Department is now attended to by 2 Tamil clerks supervised by the Head of the Administration Branch, who is a senior Tamil officer. This arrangement is working satisfactorily. We do not consider it necessary to create the special post as it will always be possible for the Department to detail suitable Tamil officers from the clerical staff for the work.

Text Book Translation Branch.

973. *Translators of Text Books.*—The Department has a staff of 5 Translators, 4 Sinhalese and 1 Tamil. Our investigations have revealed that the volume of work turned out by this branch is very small. The Director informs us that the Translators cannot be blamed for this state of affairs. Certain publishing firms were asked in the past to publish translations of their English Text Books prepared

by the Departmental Translators. The number of these publications has been very small owing to the Department's reluctance to compel the use of such books in schools. The Department does not now recommend to publishers that they should take the risk of publishing translations which are not likely to have a sale. Many translations are now published entirely by private enterprise. There is no need now for the Department to undertake translations. We therefore recommend the abolition of the Text Book Translation Branch. The Director agrees with this proposal.

974. Of the 4 Sinhalese Translators, one officer is over 55 years of age and may be retired. The other three should be transferred to other work for which they are found suitable. In the event of there being no other suitable work for them, we suggest that they should be taken on to the Sinhalese Branch for translation of Ordinances, departmental correspondence, &c., releasing the clerks now engaged on that work. Similarly, in the case of the Translator of Tamil Text Books, if other suitable work cannot be found for him, he should take over the whole of the Tamil translation work now done by the Tamil Branch, releasing the 2 clerks employed on that work.

Clerical Staff.

975. *Chief Clerk.*—We have already recommended the abolition of the post of Office Assistant. The post of Chief Clerk should, therefore, be retained.

976. The present distribution of the clerical staff among the various branches in the Head Office and the reductions we propose with the concurrence of the Director are as follows:—

Branch.	Present Staff.			Total.	Reduction.
	I.	II.	III.		
General Branch	2	3	1	6	Replacement of 1 Class I. clerk by a Class II. clerk and 1 Class II. clerk by 1 Class III. clerk.
Miscellaneous Branch	—	1	3	4	Reduction of 1 Class III. clerk
Dieting Branch	—	1	—	1	—
Stores Branch	—	—	2	2	—
Records Branch	—	1	1	2	Reduction of 1 Class III. clerk
Accounts (Votes) Branch	—	10	13	23	Reduction of 2 clerks—1 Class II. and 1 Class III.
Accounts (Grants) Branch	—	10	12	22	Reduction of 1 clerk, Class III.
Assisted Schools Branch	—	1	6	7	—
Government Schools Branch	—	4	9	13	Reduction of 1 Class III. clerk.
Correspondence Branch	1	3	6	10	Replacement of 1 Class II. clerk by a Class III clerk.
Examination Branch	1	7	11	19	—
Sinhalese Branch	—	1	4	5	Replacement by 3 Sinhalese Translators of Text Books.
Tamil Branch	—	—	2	2	Replacement by the Tamil Translator of Text Books.
Investigating Officer	—	1	—	1	Suppression of the post.
	4	44	71	119	

(Note.—(R)—Railway Clerical Service.)

The nett effect of the above proposals will be a reduction of the existing strength by 14 clerks—1 in Class I., 4 in Class II. and 9 in Class III.

977. *Mechanization of Accounting.*—A proposal to mechanize the system of preparing pay sheets for the Government Schools is under investigation. Experiments are being carried out with a view to making use of the "Punched Card" machines proposed to be installed at the Public Works Department. If the proposal to have the large number of pay sheets of Government Schools prepared by these machines is finally adopted, further reductions in the clerical staff will become possible.

978. *Subordinate Staff.*—The Director has agreed to reduce the present subordinate staff by 1 peon and 1 labourer.

DIVISIONAL OFFICES.

979. *Divisional Inspectors of Schools.*—For inspection purposes the Island is divided into 4 Divisions each of which has a sub-office with a Divisional Inspector as the Senior Administrative and Inspecting Officer of the Division. The 1938-39 Estimates contain provision for 2 additional posts of Divisional Inspector. We were informed that the present Western and Central Divisions were too large and that when the 2 new Divisional Inspectors were appointed 2 more Divisional Offices would be established at Kurunegala and Batticaloa, thus dividing the Island into 6 Divisions. We examined the functions of some of the existing Divisional Offices with a view to the abolition of the Divisional system. The Director of Education, with whom we discussed the matter, considered that it would be impracticable for officers stationed in Colombo to exercise any close supervision over the work of the Inspectorate and that it was essential to have local centres where the inspecting staff could meet at regular intervals to discuss the educational problems of their respective Divisions. Under the new Education Ordinance the present Education District Committees will lose their executive functions and it is proposed by the Department that the organization of new schools and the reconstruction and maintenance of the existing Government school buildings should be placed under the control of the Divisional Inspectors. When the Education District Committees are abolished a saving in their administration costs of the major part of one lakh of rupees annually should be possible, this amount being the present cost of the salaries and allowances of the staff employed by the Committees. In these circumstances we have agreed to the retention of the Divisional system and concurred in the creation of the two new posts of Divisional Inspector.

980. *Inspectorate.*—Inspectors of schools spend at present much of their time on clerical work and on inquiries into complaints to the detriment of actual inspection work. The Director informs us that Inspectors are generally unable to pay more than one visit a year to a school. Inquiries into petitions and complaints against managers are on the increase, and the provision of a large vote annually for the feeding of school children has thrown much extra work on the Inspectorate. In these circumstances a reduction in the number of Inspectors is not possible.

The Select Committee of the State Council recommended (Sessional Paper XXVIII. of 1935) that in the case of both the District Inspectors and the Inspectors the numbers in Grade I. and Grade II. should be equal and that direct recruitment should be made, where necessary, to Grade I. The object of this recommendation was to improve the general standard of efficiency of the Inspectorate by gradually increasing the number of officers possessing high qualifications and to provide staff capable of inspecting the increasing number of Bilingual and English Schools. Conditions have, however, considerably changed since the Select Committee made their recommendation, and their object can be achieved without unduly increasing the number of appointments in the higher grade. There are already 8 Inspectors in Grade II. who are English Trained. Now that officers possessing higher qualifications are taking up posts in Grade II., we do not consider that there is any necessity for any further direct recruitment to Grade I. We shall refer to the ratio of the posts in the two grades in our Report on Salaries, Allowances, &c. We recommend that in the meantime all new appointments should be made to Grade II. The Director agrees with this recommendation. In this connection it was pointed out to us that there was the danger of Inspectors suitable for work on the vernacular side not being recruited under such a scheme. The Department should bear this in mind.

981. *Clerical and Subordinate Staff of Divisional Offices.*—The present staff in the existing 4 Divisional Offices consists of:—

- 1 Clerk, Class I.
- 7 Clerks, Class II.
- 16 Clerks, Class III.
- 18 Peons, and
- 5 Labourers.

In view of the proposal to establish two new Offices in Kurunegala and Batticaloa, respectively, we do not recommend any reduction in this staff. The Director proposes to re-distribute the staff now attached to the 4 Divisional Offices among the 6 Divisional Offices.

982. Provision is included in the 1938-39 Estimates for the following new posts:—

- 1 Orderly for the Supervisor of School Buildings ;
- 2 Bookbinders, one for each of the Divisional Offices in Jaffna and Galle ;
- 330 Vernacular Teachers for strengthening the staff of certain existing schools and for staffing new schools ;
- 3 Superintendents } for 3 new Rural Training Centres to be opened at Kandy, Weera-
- 1 Building Instructor } ketiya, and Batticaloa ;
- 3 Cooks }
- 1 Assistant Master for the Royal Preparatory School ;
- 1 Operator for a Travelling Cinema in connection with the scheme for adult education ;
- 3 Industrial Teachers for the Kandy Central Industrial School.

We have no objection to these posts being filled, except in regard to the 330 posts of Vernacular Teacher. When our proposals relating to increase in the quota of pupils per teacher and grading of teachers are given effect to, there may be a surplus of teachers. The possibility of filling as many of these new posts as possible by teachers found surplus in Government or Assisted Schools should be kept in view.

GOVERNMENT TRAINING COLLEGE.

983. This Institution has two sections: one for the training of English Teachers and the other for Sinhalese Teachers. The training in both sections consists of a two years' course, and the average total number of students in training is 160. No fees are charged for tuition, but students pay a boarding fee of Rs. 20 per month for 9 months of the year when the College is in session. Free boarding scholarships worth Rs. 2,700 a year are given to poor students at the discretion of the Principal.

984. The staff of the College consists of:—

- 1 Principal
- 1 Vice-Principal
- 4 Lecturers
- 1 Instructor in Art and Manual Training
- 1 Lecturer, Kindergarten Methods
- 1 Lecturer, Physical Training and Development
- 7 Training Masters (Sinhalese Section)
- 1 Female Superintendent
- 1 Assistant Female Superintendent.

985. *Post of Vice-Principal.*—This officer assists in the teaching of mathematics, collects school fees, arranges for the work of absent teachers and attends to certain routine matters. The collection of school fees can be done by the Head Clerk of the Office, and the Principal has agreed to assign this duty to the Head Clerk. Considering the actual amount of teaching work and other administrative duties performed by the Vice-Principal, we are of the opinion that there is no justification for the retention of this post on the present scale of salary. We discussed the matter with the Director of Education and the Principal of the Training College and they agreed that the post may be suppressed.

986. *Training Masters (Sinhalese Section).*—There are at present 7 Sinhalese Masters although the number of students in the Sinhalese Section is only 80. Most of the classes in the Sinhalese Section are taken by the Lecturers of the English Section, the Sinhalese Masters acting only as interpreters. We are of the opinion that it should be possible to reduce the number of the Sinhalese Masters from 7 to 5, but in view of the fact that one of these Masters functions more or less as a Librarian, we recommend the suppression of only one of the posts for the present. Further reduction should be considered when the College has Lecturers who can teach in both English and Sinhalese and when our recommendations as regards "Quotas" come into force. The Principal agrees with this recommendation.

987. *Female Superintendents of the Hostel.*—In addition to the supervision of the Hostel, the two Female Superintendents take a few classes in Needlework and Housecraft. The Principal agrees that the Hostel can be looked after by one resident Superintendent if other arrangements are made for the classes in Needlework and Housecraft. We recommend the adoption of this proposal. Arrangements may be made to appoint a part-time Lecturer for Needlework and Housecraft.

988. *Subordinate Staff.*—The present subordinate staff consists of:—

- 1 Storekeeper
- 1 Head Servant
- 1 Agricultural Instructor
- 1 Carpentry Instructor
- 1 Laboratory Attendant
- 2 Peons
- 2 Watchers
- 1 Workshop Superintendent
- 1 Labourer
- 8 Sweepers
- 4 Garden Labourers
- 3 Latrine Labourers.

989. *Storekeeper.*—The Principal agrees that the Storekeeper's duties can be performed by one of the two clerks in his office and that a separate Storekeeper is not necessary. We recommend the suppression of this post.

990. *Head Servant.*—The Head Servant is in charge of the supervision of the subordinate staff. Although he is in the same position as that of a Head Peon or Arachchi, his post carries a salary of Rs. 720 per annum whereas the salary scale attached to posts of peon and arachchi is Rs. 300—6—444. We recommend the suppression of this post. The Principal agrees that the duties of the Head Servant can be assigned to the senior peon.

991. *Agricultural Instructor.*—Lessons in gardening are now given by one of the Sinhalese Masters. The Principal agrees to the suppression of the post of Agricultural Instructor.

992. *Latrine Labourers.*—The Principal agrees to the reduction in the number of these labourers from 3 to 2.

993. *Fees at Government Training Schools.*—There are 4 Government Training Schools:—

- (1) Government Training College, Colombo (English and Sinhalese).
- (2) Kopay Training School (Tamil).
- (3) Mirigama Rural Training Centre (Sinhalese).
- (4) Weeraketiya Rural Training Centre (Sinhalese).

No tuition fees are charged at any of these institutions. It is only at the Government Training College that boarding fees are charged. Both at Kopay and Mirigama the students make their own arrangements for boarding. At Weeraketiya every student gets an allowance of Rs. 10 per month which, though not specifically meant as a grant for board, yet generally covers the students boarding expenses. We are informed that probably for this reason there is a very large waiting list of applicants to enter this Centre. We do not see any special reason for the continuance of this allowance and recommend that it should be stopped.

We are, further, of the opinion that the circumstances which might have necessitated free tuition as an encouragement to candidates intending to join the teaching profession no longer exist. We therefore suggest that the question whether tuition fees should not be charged both at Government and Assisted Training Schools should be looked into by the Department.

ROYAL COLLEGE.

994. *Subordinate Staff*.—The College has 3 peons, 2 laboratory cleaners, 1 watcher and 10 labourers. The Acting Principal has agreed to the reduction of the number of labourers from 10 to 8.

CEYLON TECHNICAL COLLEGE.

995. In March, 1938, the Executive Committee for Education decided to proceed with the reorganization of the Ceylon Technical College with a view to securing the recognition of the University of London for the purpose of enabling its students to enter for the B.Sc. (Engineering) examination of the University. It was anticipated by the College authorities that, after securing the recognition of the University of London, they would be in a strong position to deal with Engineering Societies and Institutions which confer a certain status in the professional world on its Licenciates, Associates and Members. The existing Engineering Departments of the College were considered to provide a good foundation, but to require the superstructure of (1) a re-inforcement of adequate staff, (2) new buildings, and (3) equipment. It is expected that the Technical College will, in due course, take its place as the Engineering Faculty of the Ceylon University.

996. On the question as to whether the London University will give recognition to the Technical College even with the staff proposed, we have been shown a letter from the External Registrar stating that he is of the opinion that the proposed staff will meet with the approval of the University authorities.

997. It was urged on us that the provision of facilities for obtaining good engineering qualifications was urgent as the University Engineering Scholarships have been abolished and there might be a shortage, in due course, of suitably qualified Ceylonese staff for technical Departments; it was further pointed out that there was a general outcry in the country for a definite vocational bias in education and for industrial development. It is essential that there should be in Ceylon an institution where a sound technical training can be obtained in order to meet the needs of promising students who are unable to afford the expense of going abroad. From many points of view it is necessary that the Technical College should be established on a sound basis. We have examined a list of Ceylonese at present engaged in Great Britain on Engineering education and find that there is no danger for some years to come of a dearth of Engineering-educated Ceylonese. Yet we are of the opinion that if a "national institution" in Engineering is to be established at all, should be started as early as possible.

998. Each one of the Technical Departments of Government has its own training scheme for the grades of minor supervisor as well as Assistant Engineer. The Public Works Department has a long-standing apprentice scheme. The Electrical Department has recently put forward a complete scheme of training divided into three categories.—

...

- (1) for Engineering Student Apprentices, after passing the graduate examination;
- (2) for Engineering Apprentices, after their Senior School Leaving Certificate examination; and
- (3) for Trade Apprentices.

The apprentices for the Government Departments, particularly the Public Works Department, even now take their theoretical training at the evening classes of the Technical College, although the syllabus of the evening classes falls short of the A.M.I.C.E. standard. The Irrigation Department purports to give a complete course of training in its own school and laboratory. It is suggested by the Technical College authorities that the proposed reorganization scheme provides adequate theoretical training in the day classes in all the subjects necessary for the A.M.I.C.E., A.M.I.E.E., &c., besides meeting the requirements of a vocational secondary school for Engineering, Arts and Crafts and Commercial subjects.

999. The defects in the present scheme of Departmental training are three-fold :—

- (1) The Departments undertake parallel training and this involves considerable duplication;
- (2) The candidates who are selected mostly after a purely academic education on a rough guess, generally, of their suitability for technical education and practical field work, are under the impression that they are to receive employment at the end of their departmental training. The selection is expected to produce better results if the candidates had some recognized certificates of technical education before selection;
- (3) The candidates in training receive pay while they are learning the rudiments of mathematics, physics, and workshop practice. (A sum of about Rs. 60,000 was spent in 1936-37).

1000. In theory, there are three distinct grades in a complete scheme of vocational education for recruits to Engineering Departments either of the Government or of organized industry :—

- (1) The directing and managing grade of executive Engineers;
- (2) Supervisory grade, including foremen and charge hands;
- (3) The rank and file, who are the skilled, semi-skilled and unskilled workers.

The above is a general classification, each capable of being divided into sub-grades.

1001. The last class may not ordinarily receive its training through a full-time school as it usually gets its " education " in the works. Industry is tending more and more to develop this class into what are known as " operatives " where processes are so developed that an individual can undertake a small part of the manufacture or assembly of an article which then passes on to the next operative for further operations. To give the young man or woman some basic manual training and to ascertain his or her manual dexterity some vocational pre-occupational training is often given by means of short unit courses. In addition to this group there are numbers of individuals engaged in the maintenance of plant, &c., who would benefit by being given a systematic training in the duties they are expected to perform both in their present work and in the work to which they may expect to aspire on promotion. Such facilities might conceivably be provided by the employers directly as well as through the technical classes at a central technological institution. The needs of these two types can be met by means of day and evening classes at the Technical College.

1002. In regard to the first group in paragraph 1000 the training needs of these men can be met by means of the proposed degree courses in the various fields of engineering plus the practical experience provided by the employer. We have seen the form of agreement which has already been concluded by the large private engineering firms in connection with the practical training of apprentices and pupils and consider that Government Departments should adopt a similar scheme of training. The second group (Engineering apprentices) will in general receive a practical training on works supplemented by technical classes which may be run on the " part-time " scheme (evening or for a few hours a day) or some variation of the " Sandwich System " where the theoretical instruction is given alternately with practical training.

1003. We have given careful consideration to the question of conducting the various systems of training economically and are of the opinion that under the special conditions in Ceylon there can be no justification for the expense of duplicating courses of instruction. Ceylon is large enough to warrant the establishment of one central technical institution such as the Technical College, but we do not consider that there can be any justification for the expenditure that would be involved by separate institutions or departments carrying on simultaneously similar training schemes.

1004. The scheme of reorganization proposed by the Principal, Technical College, and provided for in the Estimates, 1938-39, in brief, is as follows:—

In each Department of Civil, Mechanical and Electrical Engineering the teaching staff should consist of—

One Professor,
One Lecturer,
One Assistant Lecturer,
One Instructor.

In addition to these, there will be, an Instructor and an Assistant Instructor for Mathematics and Physics, and Instructors for Chemistry, Workshops, and Motor Mechanics, together with some part-time Lecturers for special subjects.

1005. The Principal of the College and Professor Perrott stated that the appointment to the post of Professor in Mechanical Engineering need not be made for a year or two until the Mechanical Engineering class is organized and the equipment obtained and that they would be able to arrange that the University of London does not delay its recognition until this appointment too is made.

We accordingly recommend the reorganization scheme subject to the appointment to the post of Professor in Mechanical Engineering being deferred.

1006. *Courses in Arts and Crafts and Commercial Subjects.*—We make no recommendation for reduction in the existing staff for teaching arts and crafts, commercial subjects, signalling, shorthand and typewriting, &c.

1007. *Minor Staff.*—As regards subordinate staff like peons, labourers, &c., we were informed that the Institution is one which runs from 7.30 A.M. to 7.30 P.M. and that the premises, apparatus and machines have to be cleaned and tidied far into the night. In the circumstances, we propose no retrenchment in the minor staff.

1008. *Extensions to the existing Buildings.*—The following provisions appear in the current year's Estimates for extensions of existing buildings:—

	Rs.
(i.) Head 78, sub-head 71, Extensions to the Ceylon Technical College	395,000
This provides for a new building including Library, Class Rooms, Lecture Theatre, Mechanical and Electrical Laboratories, Materials, Testing Hydraulics, Applied Mechanics, Physics, Geology and Chemistry Laboratories, as well as accommodation for advanced research.	
(ii.) Head 78, sub-head 231, Acquisition of land, Ceylon Technical College	40,000
(iii.) Head 78, sub-head 232, Acquisition of the bungalow "St. Margarets" from the Railway Department	20,000

The above lands are the sites on which the new buildings are proposed to be erected.

We asked the Principal, Technical College, to consider whether the present University College buildings will not be suitable for the future Technical College when the University is established in Peradeniya and he has reported that our suggestion is quite a practicable proposition. We would, therefore, recommend that the possibility of removing the Technical College to Thurstan Road should be kept in view, and that in the meantime, no permanent extensions should be made to the present Technical College. Additional temporary extensions at a cost not exceeding Rs. 10,000 might, however, become necessary for additional class rooms and laboratory accommodation.

We would also like to mention that, in the event of the Government approving our suggestion to shift the Technical College to Thurstan Road, the temporary extension, if any, which may be erected hereafter on the University College site, should be made to conform to the requirements of the future Technical College as well.

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1009. The recommendations made above are expected to produce a saving of Rs. 445,000 made up as follows:—

	Rs.	Rs.
Extensions to the existing buildings	455,000	
Less cost of temporary extensions	10,000	
	<u>445,000</u>	<u>445,000</u>

Savings.

1010. The reductions recommended by us are estimated to produce the following savings:—

Personal Emoluments.—

	Rs.	Rs.
Salaries :		
Head Office—		
1 Assistant Director of Education	13,500	
1 Office Assistant	6,600	
1 Supervisor of Sinhalese Education	6,750	
5 Translators of Text Books	11,670	
1 Clerk, Class I.	3,630	
4 Clerks, Class II.	7,440	
9 Clerks, Class III.	7,560	
1 Peon	372	
1 Labourer	270	
Government Training College—		
1 Vice-Principal	9,825	
1 Training Master (Sinhalese)	1,200	
1 Female Superintendent	2,280	
1 Storekeeper	960	
1 Head Servant	720	
1 Agricultural Instructor	720	
1 Latrine Labourer	270	
Royal College—		
2 Labourers	540	
	<u>74,307</u>	
Allowances :		
Rent allowance	7,500	
Other allowances details of which appear in our Report on Salaries, Allowances, &c. :—		
(i.) Pensionable allowance to the Secretary, Board of Education	1,200	
(ii.) Allowance to Chief Accounts Clerk as Pay Clerk and Cashier	240	
(iii.) Allowance to Clerk in charge of examinations	240	
(iv.) Commission for the collection of school fees	6,710	
(v.) Allowance to Storekeeper, Technical College	90	
(vi.) Allowance to teachers for taking adult evening classes	800	
	<u>16,780</u>	
Other Charges.—		39,150
		<u>130,237</u>

EXPENDITURE ON PRIMARY AND SECONDARY EDUCATION.

1011. The nett expenditure on education from Government funds is apportioned under the various headings as follows:—

	Per Cent.
Administration	2.5
Inspection	3.0
Primary and Secondary Education	87.0
Training of Teachers	1.5
Technical and Industrial Education	1.5
Education District Committees	3.0
Miscellaneous	1.5
(Feeding of School Children, Examinations, and Grants to various Public Institutions.)	

1012. Expenditure on primary and secondary education accounts for the greater part of the total expenditure. This item includes the salaries of teachers and the maintenance of schools, but does not include the erection of new schools and replacement of existing Government schools, the cost of which is met from the vote for Education District Committees.

1013. Expenditure on primary and secondary education has been increasing very rapidly in recent years. The earliest year for which complete records are available is 1923. The number of pupils on the roll in schools has increased from 421,171 in 1923 to 749,098 in 1938—an increase of 78 per cent. Expenditure on primary and secondary schools has on the other hand increased from Rs. 4,276,376 in 1923 to Rs. 15,565,847 in 1938—an increase of 264 per cent.

1014. Disproportionate although this increase in expenditure has been, it finds some justification from the fact that in 1923 a system of block grants was in vogue and many teachers were under-paid. In 1925, salary scales for teachers and a system of grants based on salaries of teachers employed were introduced. New salary scales introduced in 1927 were in all essential respects the same as those in force to-day: we therefore obtain a better idea of the trend of expenditure by considering the last ten years, viz., from 1928 to 1938.

1015. The number of pupils on the roll in 1928 was 502,650 and the expenditure on primary and secondary schools for that year was Rs. 7,778,153. During the ten years up to 1938 the number of pupils accordingly increased by 49 per cent. while expenditure increased by 100 per cent.

1016. As the ten years represent a period during which no essential change has been made in the salary scales of teachers, the disproportion between expenditure and the number of pupils for whom educational facilities are provided calls for close examination. Since 1934 expenditure on primary and secondary education has been increasing by a million rupees annually and this rate of increase is likely to be maintained, unless steps are taken to curtail it. In recent years certain measures of economy have been carried through, e.g., the quota increases of 1931, the reduction of the rate of maintenance grant to Vernacular schools from Rs. 1.50 to Re. 1 per head of eligible attendance in 1935, the limitations placed on grants to orphanages and on replacement of teachers in direct-payment schools by others of higher qualifications in 1936, and the restriction of the head teachers' scales to new head teachers of large schools in 1938. These measures have, however, been entirely inadequate to stem the swelling tide of expenditure.

Progress of Investigations.

1017. The financial relations between Government and Managers of Assisted Schools are regulated by the Codes for Assisted Schools and amendments to these Codes are difficult to effect owing to the procedure laid down in Ordinance No. 1 of 1920.

The Board of Education which under Section 7 was not intended to be an administrative or executive body, has actually, in view of Section 10 of the same Ordinance, full executive powers subject to veto by the Executive Committee and by His Excellency the Governor. The Board of Education consists of experienced Managers and Principals of Schools with a few official members. No criticism of the composition of this body, which is admirably suited to carry out its advisory duties, can be made. Any criticism must be directed at the executive powers conferred on it by the Ordinance, since it obviously places Managers and Principals of schools in a difficult position to be called upon to pass proposals which will have a restrictive effect on the activities of the schools with which they are connected. The draft Education Ordinance contemplates the removal of the executive powers of the Board of Education, and the placing of all executive functions in the hands of the Executive Committee for Education.

1018. Teachers are extremely well organized and are in a position to press their views. While this has a good effect in allowing the opinions of teachers to be aired, it has an undesirable aspect, since no professional body, which is in reality a part of the public services of the country, should be allowed to hold a pistol to

the head of the community when necessary measures of reorganization are being considered. The present procedure regulating educational legislation has added to the difficulties of the Commission, necessitating protracted discussion. The large amount of time spent in this manner has, however, not been wasted. The views of the Managers, Headmasters, and Teachers' Associations have been fully taken into account, and, although from the purely retrenchment point of view, the proposals as originally framed have been considerably "watered down", those now put forward make the best of retrenchment from the educational point of view.

1019. The procedure followed by us was briefly as follows: certain proposals for grading of teachers, increase of quota and other measures were drafted with the collaboration of the officers of the Education Department on the lines of proposals prepared by a Sub-Committee of the Board of Education which had met in 1937. A preliminary discussion was then held with the Executive Committee for Education on April 23, 1939. At this meeting the need for timely action to check the rising cost of education was explained, and the views of the Committee on grading and quota were obtained. The Committee provisionally agreed that the quota might be as follows:—

English Schools.—

- 25 units for average attendance from 0 to 200.
- 30 units for average attendance from 200 to 400.
- 35 units for average attendance from 400 to 800.
- 40 units for average attendance over 800.

Vernacular Schools.—

- 30 units for average attendance from 0 to 200.
- 35 units for average attendance from 200 to 400.
- 40 units for average attendance from 400 to 800.
- 45 units for average attendance over 800.

The Committee also provisionally agreed that teachers might be graded into five classes and the proportions of the various classes fixed as follows:—

				English Schools. Per Cent.	Vernacular Schools. Per Cent.
Classes I. and II.	..	..	..	20	10
Class III.	..	..	..	20	30
Class IV.	..	..	..	30	35
Class V.	..	..	..	30	25

For purposes of comparison we give below the actual proportion of teachers in service in 1936 classified according to their qualifications:—

				English Schools. Per Cent.	Vernacular Schools. Per Cent.
Classes I. and II.	..	..	..	26	14
Class III.	..	..	..	19	49
Class IV.	..	..	..	34	23
Class V.	..	..	..	21	14

Various other proposals suggested by the Retrenchment Commission were also approved. Code amendments prepared on those lines were provisionally passed for submission to the Board of Education by the Committee at a meeting held on March 15 and adjourned to March 17, 1939.

1020. The draft Code amendments were then circulated to the Board of Education and considered at a meeting held on March 25. The general view of the Board of Education was that they could not agree to the proposals without time to consider their effect and to consult the teachers' associations. The meeting was accordingly adjourned on the understanding that the Commission would meet representatives of the Teachers and Managers on Friday, March 31, and that the Board would resume consideration of the proposals on Saturday, April 1.

1021. At the adjourned meeting on April 1, after some discussion, the Board of Education rejected the amendments as a whole by a majority of 8 votes to 7, one member abstaining from voting. It was then explained to the Board that as they were part of the executive machinery, it would be necessary for the Commission to sit in Committee with them until some common ground on which agreement was possible could be found. The measures were then considered item by item and passed by a majority with various alterations and reservations, three members opposing all the proposals. This meeting of the Board lasted for 6 hours. It was agreed that the Commission should revise the Code amendments and bring them up for formal confirmation at a meeting on May 12.

1022. The Commissioners meanwhile met the Executive Committee for Education at a meeting on April 4 and secured assent to the changes proposed by the Board of Education. It should be noted that the agreement of the Executive Committee and the Board of Education to the proposals as then drafted was given only in view of the financial stringency explained by the Chairman, Retrenchment Commission. The Board of Education's agreement was further conditional on Government's agreeing to review the operation of the proposals within 5 years.

1023. The month of April, which is a holiday month, represented a period of intense activity in the educational world. Numerous letters and articles appeared in the newspapers taking the view that retrenchment in Education is a matter solely for educational experts and that teachers should oppose every encroachment on the rights, present or future, of their profession. Letters poured into the Education Department describing the quota and grading proposals as a national calamity and making suggestions on every aspect of the subject except that of retrenchment. The most important point on which the proposals were assailed was the question of the salary of graduates. In the appendix containing existing salary scales, pending consideration of new salary scales for new teachers, in order to make it possible for graduates to obtain some employment in English schools even if there were no vacancies in the appropriate classes, the Commission agreed to insert a provision which would allow graduates to accept work in Class V. at a salary of Rs. 50 rather than be without employment. This provision inserted in the interests of graduates was violently assailed as an attempt to lower the status of the profession by allowing future entrants to draw a salary, which a good Appu or Ayah could command.

1024. Before the date of the meeting certain members of the Board of Education announced to the Chairman of the Retrenchment Commission their intention of voting against the proposals which they had approved. At the meeting of the Board on May 12, 1939, the Chairman of the Retrenchment Commission explained that it was not intended to get the Code amendments through the Board on the technical plea that they had already been approved and that it was open to members of the Board to alter their decisions on any point. After discussion it was agreed to refer the proposals to a Sub-Committee which should work in collaboration with the Retrenchment Commissioners and report to the Board on Saturday, May 20, on a quota scheme, a grading scheme, and a salary scheme for teachers. The Board of Education was asked to state whether they approved of grading in principle and an unanimous acceptance of the principle of grading was recorded.

1025. The Sub-Committee of the Board of Education appointed to work in collaboration with the Commissioners, consisted of the following members: the Acting Director of Education, the Acting Deputy Director of Education, Miss G. F. Opie, Rev. R. W. Stopford, Mr. T. B. Jayah, Rev. Fr. M. J. LeGoc, Mr. J. N. Jinendradasa, Mr. W. B. de Alwis, Mr. J. C. Amarasingham, and Mr. C. Gunasekera (Acting Secretary). By invitation Rev. R. S. de Saram, Mr. P. de S. Kularatne, and Mr. H. S. Perera also attended meetings of the Sub-Committee.

The Sub-Committee held four meetings extending to a total of 12 hours and discussed every aspect of the proposals at great length. Their recommendations on the questions of quota and grading are those described in the paragraphs that follow.

1026. The objection that graduates would be employed on a salary of Rs. 50 has been completely met by a provision that any Manager wishing to employ a graduate or a First Class Trained Teacher in Class IV. or Class V. shall pay him salary on the scale of Class III., the Manager meeting the excess salary required for this purpose from his own funds.

Provisions which will exempt students in training from the quota and grading were also inserted in the amendments together with a provision for the granting of leave for the purpose of training in future.

To meet the needs of small Vernacular schools a Class II. teacher was allocated to 3-teacher schools.

1027. The proposals as revised by the Sub-Committee were passed unanimously by the Board of Education with a few alterations on May 20. At this meeting there were present the Acting Director of Education, the Acting Deputy Director, Miss. G. F. Opie, Rev. Father M. J. LeGoc, Prof. S. A. Pakeman, Rev. A. S. Beaty, Rev. R. W. Stopford, Rev. R. S. de Saram, Messrs. H. S. Perera, A. Mahadeva, T. B. Jayah, P. T. P. Gunawardena, A. Chellappa, Peter de Abrew, J. N. Jinendradasa, W. B. de Alwis, J. C. Amarasingham and C. Guna-sekera, Acting Secretary.

It was understood that the Department would take steps to amend the pension rules to allow excess specialist teachers to contribute to pension and that steps would be taken to ascertain the increase in pension contributions that would be necessary to allow all excess teachers to contribute to pension without liability to Government.

1028. Before proceeding to discuss the proposed Code amendments, a brief survey of existing conditions is necessary. It is convenient to divide the consideration under the heads, Vernacular Schools and English Schools because the conditions governing the two are different.

Vernacular Schools.

1029. Vernacular education in Ceylon is provided free to all pupils between the ages of 5 and 17 and Government pays the entire salary cost of the staffs of Vernacular Schools. In the case of Assisted Schools besides meeting the entire salary cost, Government pays the cost of maintenance and equipment up to a maximum of Re. 1 per head of eligible attendance.

1030. The salary scales of assistant teachers in Vernacular Schools are the same for Government and Assisted Schools and are comparatively simple. In general a teacher either enters the profession as a certificated teacher or as a trained teacher. If he enters as a certificated teacher his salary begins at Rs. 40 per mensem and rises after 20 years to Rs. 75 per mensem. If the teacher enters the profession as a trained teacher his salary begins at Rs. 43 per mensem and rises to Rs. 100 per mensem after 16 years. It is true that there is a system by which certificates of a lower class are first issued and are subsequently raised to a higher class, but this raising of certificates is practically automatic and only serves to retard increments in the case of a very few teachers whose work is unsatisfactory. There is at present a very large number of uncertificated teachers on a non-incremental salary of Rs. 20 a month (about 3,000) and also a number of teachers with 3rd class service-certificates whose salaries do not rise above Rs. 42 per mensem. These are being replaced, as they retire, by certificated and trained teachers, each such replacement committing Government to increased expenditure. In addition to the scales for assistant teachers there are separate scales for head teachers which rise to maxima of Rs. 125 for trained and Rs. 100 per mensem for certificated teachers.

1031. It will be seen that salary scales are entirely decided by qualifications and have little relation to responsibility. This produces an anomalous situation because the teacher of a remote school with some 15 to 20 pupils may be drawing the same salary as one doing very responsible work in an urban school. Signs are not wanting that the present rates of remuneration in rural areas are too high. It has come to light in the course of Departmental inquiries that Managers of Assisted Schools have sometimes exacted monthly levies of as much as 20 per

1037. The proposals outlined above go under the general name of "grading". They also contain provisions which preserve intact all the privileges of existing teachers, enable such teachers to change places without loss of these privileges, and allow them all the salary advantages consequent on improvement in qualifications which they have at present. The proposals also contain measures to ensure that, when a school is still staffed by existing teachers, new teachers filling vacancies are not placed in higher classes than the general calibre of the staff justifies. The quality of the existing staffs of schools is below the standard contemplated by the grading scheme, and as vacancies occur they will be filled by teachers of the qualifications appropriate to the classes to which they are appointed. The grading scheme therefore envisages a gradual raising of the quality of staffs of schools extending over many years. New schools will require to come up to the standard before they are registered.

1038. The urgency of the grading proposals lies in the fact that Vernacular education is expanding. There are still large areas not provided with schools, and about 150 schools should be opened yearly. Every new appointment under present conditions involves Government in commitments which it cannot afford. The unemployed certificated and trained teachers also form a national problem. Unlike the corresponding unemployed English teachers these teachers cannot find employment in professions and in commerce. Unfortunately at the present time no other profession affords an avenue for employment of persons educated in the Vernaculars which offers remuneration comparable with the present remuneration of Vernacular teachers. The alternative to grading is to stop expansion which would mean that the unemployed qualified teachers would remain unemployed indefinitely.

1039. The advantages of the grading proposals may be summarized as follows:—

- (1) They retain intact all the privileges of existing teachers.
- (2) They enable qualified future entrants to be employed at a remuneration which the Island can afford.
- (3) They will ensure in the course of time that the cost of each school will bear some relation to its size and value to the community.
- (4) They remove the present unnecessarily favourable system whereby a trained teacher reaches his maximum salary after the first 16 years and stagnates on that salary for the probable remaining 19 years of his teaching life, and substitute certain stagnation periods in the earlier years.
- (5) They remove the present anomaly whereby a teacher in a small rural school may receive the same remuneration as another teacher in a far more responsible post in an urban school.
- (6) They effect a very necessary simplification in scales and substitute nine scales (two scales in each of the Classes I., II. and III., one for trained and one for certificated teachers, one scale in Class IV., and two scales in Class V., one intended for uncertificated teachers) for the present plethora of scales, involving different scales and rates of increment for Head Teachers and Assistant Teachers for each grade and kind of certificate.

Quotas.

1040. Another aspect of the Code for Assisted Schools which urgently demands reconsideration is the quota of pupils per teacher. The present allowance for small Vernacular Schools is one teacher for every 23 units of average attendance. This allowance is unduly favourable in comparison with that of most European countries. In England the quota is not fixed automatically on attendance as in Ceylon, and normally about 40 pupils in primary classes and 30 in post-primary classes are considered suitable quotas. In some English and Scottish counties the allowance for primary classes is as low as one teacher for

60 pupils. Ceylon schools are characterized by poor attendance, the average attendance working out at about 75 per cent. of the number on the roll. The practice has been to fix the quota of teachers on average attendance. In view of this it is inevitable that quotas should appear to be generous in comparison with European quotas based on numbers on the roll. The Ceylon quota is, however, unduly generous. In Ceylon Government Schools a working quota of one teacher for 30 units of average attendance has been in vogue for some years. This quota has worked satisfactorily and there is no reason why Assisted Schools should have a more generous quota, at least in the primary classes.

1041. The following table shows the existing and the proposed quotas for Vernacular Schools:—

Number of Teachers.	Existing Quota.	Proposed Quota.	
		Primary Classes.	Post-Primary Classes.
1	.. 23-34	.. 30-45	.. 25-37
2	.. 35-57	.. 46-75	.. 38-62
3	.. 58-92	.. 76-105	.. 63-87
4	.. 93-117	.. 106-135	.. 88-112
5	.. 118-142	.. 136-165	.. 113-137
6	.. 143-167	.. 166-195	.. 138-162
7	.. 168-195	.. 196-227	.. 163-187
8	.. 196-225	.. 228-262	.. 188-215
9	.. 226-255	.. 263-297	.. 216-245
10	.. 256-285	.. 298-332	.. 246-275

1042. The proposed quotas not only smooth out the somewhat irregular sequence of the present quota, but also place the whole question on a more reasonable basis.

The principle that post-primary classes require a larger quota of teachers than primary is generally recognized. Post-primary classes in Vernacular Schools are usually small. As Vernacular education is entirely free, there is a possibility that the more generous quota for these classes might result in the unnecessary retention of pupils in these classes for the purpose of allowing schools to benefit by the better quota.

This possibility has been safeguarded by lowering the age on which pupils become ineligible for grant from 18 to 17. Any pupil must now be under 17 on the first day of the school year in order to have his attendance counted for grant.

1043. The proposed Code amendments also include provisions applicable to bilingual schools. Owing to the small number of bilingual schools the saving effected will not run into large figures. The amendments, nevertheless, close several potential avenues of increased expenditure to Government. The amendments affect bilingual schools in the following ways:—

- (1) Manager's contribution to the salaries of women teachers in girls' and mixed schools is brought to the same level as in boys' schools. This measure is parallel with the proposal for English Schools.
- (2) The quota for ordinary bilingual schools is made the same as for Vernacular Schools. This removes the temptation which exists at present for managers of Assisted Vernacular Schools to convert them into bilingual schools merely to secure the benefits of the lower quota.

The quota for girls' boarding bilingual schools is made the same as the new quota for the post-primary classes of Vernacular Schools which is the same as the quota for the primary classes of English Schools. These schools form a small group of schools, the numbers of which are not likely to increase and which are doing useful work in producing a considerable number of bilingual women teachers.

The following table shows how both types of bilingual schools will be affected by the proposals:—

No. of Teachers.	Ordinary Bilingual.				Girls' Boarding Bilingual.	
	Present Quota.	Proposed Quota.		Present Quota.	Proposed Quota.	
		Primary Classes.	Post-primary Classes.			
1 ..	20-30 ..	30-45 ..	25-37 ..	15-22 ..	25-37	
2 ..	31-50 ..	46-75 ..	38-62 ..	23-37 ..	38-62	
3 ..	51-70 ..	78-105 ..	63-87 ..	38-52 ..	63-87	
4 ..	71-90 ..	106-135 ..	88-112 ..	53-67 ..	88-112	
5 ..	91-112 ..	136-165 ..	113-137 ..	68-82 ..	113-137	
6 ..	113-137 ..	166-195 ..	138-162 ..	83-100 ..	138-162	
7 ..	138-162 ..	196-227 ..	163-187 ..	101-120 ..	163-187	
8 ..	163-187 ..	228-262 ..	188-215 ..	121-140 ..	188-215	
9 ..	188-212 ..	263-297 ..	216-245 ..	141-160 ..	216-245	
10 ..	213-237 ..	298-332 ..	246-275 ..	161-180 ..	246-275	

- (3) The grading scheme for bilingual schools is combined with a proviso that future entrants to the English staffs of these schools will come under the same scales of manager's contribution as for teachers in English Schools. One of the abuses of the bilingual system has been that the scales of manager's contribution are so low that it has been profitable for managers to convert Vernacular Schools into bilingual schools merely to give employment to unemployed graduate English teachers. The salary scale for graduates is so attractive that these teachers have in the past been willing to forego that part of their remuneration which represents manager's contribution.

1044. The extent to which the practice referred to in paragraph 1043 (3) has grown has not been publicly recognized. Of the existing bilingual schools about half charge no fees. The source from which the manager's contribution is derived is one of the curiosities of our educational system. If, as the managers would have us believe, the contribution is met from their own funds, they are displaying a command of funds which they could scarcely be expected to possess. Unfortunately it is becoming increasingly clear that the source of manager's contribution is the teachers themselves. This not only indicates that the teachers are overpaid but also points out a way in which Government expenditure could be very much increased by unnecessary conversion of Vernacular Schools to the more costly bilingual system. The manager of a large group of Vernacular Schools recently announced the intention of converting every one of his schools into bilingual schools and the Secretary of the governing body of the same group of schools stated publicly that the English teachers had agreed to make large sacrifices to make it possible to run his schools as bilingual schools. It is essential that the conversion of Vernacular Schools be limited to cases where there is a genuine demand for such conversion, and be not made a means of increasing Government expenditure. It is believed that the amendments affecting bilingual schools will prevent abuse of the bilingual system.

ENGLISH SCHOOLS.

1045. The salaries of teachers in English Schools are met partly from Government funds and partly by manager's contributions raised from school fees. In the case of Vernacular Schools there are only two parties interested in salary scales, the Government and the teachers. In the case of English Schools there are three, because the managers have also a financial interest in the question—or four, if the parents from whom the managers derive their funds are included. To add to the complication introduced by this, the scales for English teachers form a very complicated system. There are many more grades for English teachers than there are for Vernacular teachers; there are separate scales for three grades of schools, A, B and C; there are equivalent new-entrant scales corresponding to each non-new-entrant scale; and there are different rates of manager's contribution for male and female teachers. It is possible for the Government contribution to the salary of a teacher of any given qualification to be assessed at twelve different

rates. The whole forms as complicated a Chinese puzzle as has ever been devised. The scales, like those for Vernacular teachers, have been devised to meet the educational needs of by-gone years, and a revision with a view to financial control is urgently required.

1046. There is one factor which has tended to keep expenditure on English Schools within bounds, viz., that no general measure of direct-payment has been introduced and no measure for the payment of quarterly grants. As managers have to meet a year's expenditure from their own funds before grant is paid, they tend to employ cheap teachers in order to keep down the pay roll. If a measure for the payment of quarterly grants were to be introduced, managers would have funds available for the replacement of teachers of low qualifications by more costly teachers and a steep rise in cost to Government would result. English schools are also extremely sensitive to prosperity variations. At present many parents are unable to pay fees owing to the depression. A return of prosperity would mean an increase of attendance with consequent employment of teachers and rise in cost to Government.

1047. Grading of English teachers for the purpose of financial control and simplification of scales is more urgent than for vernacular teachers. As quota restrictions are being imposed and as English schools are not expanding, grading will not have much effect for some years. In view of this the teachers' associations have asked why it cannot be postponed for some years. The answer to this is that no grading scheme for vernacular teachers could in fairness be imposed without a similar scheme for English teachers. Also, while not many new English schools will be required in the next few years, it is essential to limit the commitments of Government in respect of future entrants.

1048. The proposals for English schools include a grading scheme formed quite simply on the same lines as the scheme for vernacular schools. An ideal arrangement would be to substitute one scale for all English teachers to take the place of the three scales at present in existence. Unfortunately this ideal has not proved capable of realization. Conditions in the larger Colleges at present on A or B scales differ so widely from those in the generality of small English schools at present on the C scale, that any set of scales of salary and manager's contribution which would be fair to the former would be unsuitable for the latter and *vice versa*. We have, however, been able to suggest a reduction of the three existing scales to two, one for Collegiate schools and post-primary departments of Senior Secondary Schools and another for primary departments of Senior Secondary Schools and for Junior Secondary Schools and Primary Schools.

1049. In abolishing the A, B, and C scales the proposed Code amendments carry out a very necessary change. The grading of schools on the A, B, and C scales may at one time have had some relation to rates of fee collection. This grading has now very little connection with any reality. The complicated rules for the assessment of grants allow so much latitude to managers to manipulate costs by choosing teachers of particular qualification that, out of the existing 19 A scale schools, one school costs Government as little as Rs. 23 per unit of average attendance while another costs Government as much as Rs. 89. The urgent necessity has been to curtail the excessive commitments of Government in respect of uncontrolled appointments of teachers of high qualification and to introduce a measure of financial control which will make the cost of schools to Government bear some relation to their utility.

1050. The proportion of teachers in the various classes has been fixed as follows:—

	Primary Sections of Senior Second- ary Schools, Junior Secondary Schools, and Primary Schools.		Collegiate Schools and Post-Primary departments of Senior Secondary Schools.	
	..	Per cent.	..	Per cent.
Classes I. and II.	..	20	..	30
Class III.	..	30	..	30
Class IV.	25	..	40
Class V.	25	..	—

1051. The quota for the post-primary classes in English schools is raised from 15 to 20 units for small post-primary departments and that for small primary departments from 15 to 25. The effect of the new quota rules, which involve separation of the primary and post-primary classes for the purpose of assessing staffs, is as shown in the following table:—

No. of Teachers.	Existing Quota.	New Primary Quota.	New Post-primary Quota.
1	15-22	25-37	20-30
2	23-37	38-62	31-50
3	38-52	63-87	51-70
4	53-67	88-112	71-90
5	68-82	113-137	91-112
6	83-100	138-162	113-137
7	101-120	163-187	138-162
8	121-140	188-215	163-187
9	141-160	216-245	188-212
10	161-180	246-275	213-237

1052. The existing quota for English schools is, as several members of the Board of Education admitted, too generous. One primary school in Colombo entitled to 41 teachers is run with 32 teachers. The new proposals represent an appreciable rise of the quota, but English schools are fee-paying schools and managers who require additional teachers above the new quota for specialist work can pay for these teachers without calling on Government for any part of the cost. It is proposed to amend the School Teachers' Pension Rules to allow specialist teachers approved by the Director and remunerated wholly from school funds to contribute to the pension scheme. This will cost Government very little and will enable specialist teachers to be employed in the large Colleges on terms that are not inferior to those under which the rest of the staff is employed.

1053. Provision is made in the proposed amendments to allow the post-primary classes of girls' English schools with an average attendance between 50 and 250 units to have one additional teacher. This is because there is a tendency for parents to remove girls from school as soon as they come of age and the top classes of girls' schools tend to have very few pupils in each class. The extra teacher will be allowed at the discretion of the Director and will be allowed when the number of classes justifies the concession.

1054. The proposals include a measure to bring managers' contribution to the salaries of women teachers to the same level as those for men teachers. Managers' contribution to the salaries of women teachers have been fixed on the assumption that the teaching life of a woman is less than that of a man, and that the manager should pay a fixed percentage of the total probable cost of an average teacher. The result of this has been equivalent to granting a special subsidy to girls' schools in which salary scales are exactly the same as in boys' schools and fees may be charged at the same rates as in boys' schools of the same grade. There seems very little justification for allowing the managers of girls' schools to continue to benefit by this arrangement.

Financial Effects of the Proposals.

1055. Since 1934 expenditure on primary and secondary education has been increasing roughly by a million rupees annually. The following table shows the expenditure on this head for Government and Assisted Schools:—

	Rs.
1934	11,394,172
1935	12,418,065
1936	13,652,905
1937	14,452,718
1938	15,565,847

Annual increase in expenditure arises from two causes:—

- (1) Increments and improvements in qualifications of teachers.
- (2) Expansion of existing schools and starting of new schools.

1056. The effect of the Code amendments may be considered from two points of view, first the probable figure at which education will be stabilized when all teachers will have come under the grading scheme, and second the prospect of saving within the next few years which they hold out.

1057. To take the first point, on the supposition that there is no expansion the cost of English schools which is at present 24½ lakhs annually would be stabilized at about 20 lakhs. As there is no urgent necessity for expansion in English schools this is a stabilization figure at which the country may very well aim. The cost of vernacular schools which at present stands at 131 lakhs will probably be ultimately stabilized at a figure of about 125 lakhs. Large though these figures are, they compare favourably with the Department's estimate of 480 lakhs which is the ultimate maximum to which expenditure may rise if there is no expansion and if no restrictions are imposed on quota or on salaries.

1058. The quota proposals are the most important from the point of view of the saving to be expected from the Code amendments within the next few years. The annual wastage of teachers in English schools by death and retirement is about 80. The increase in quota is sufficient to ensure that for some years very few of the vacancies created by this wastage can be filled by the appointment of new teachers, although it is possible that a few vacancies occurring in very small schools or where several retirements take place from the same school may be filled by such appointments. The effect of the enhanced quota is, however, not likely to be fully felt for the first two years since students under training at the time of publication of the amendments and those who have completed their training within two years preceding this date are to be exempted from the quota restrictions as well as from grading. The maximum number of student-teachers who could be affected by this decision is 160, viz., 40 in training to be released in 1939, 40 to be released in 1940, and 80 already released in the last two years. Most of the latter, however, have already obtained posts and of the students at present undergoing training some do not comply with the condition for exemption.

1059. On the assumption that the effect of exempting students from the quota restrictions is equivalent to a postponement of the quota restrictions for one year, and on the assumption that there is no expansion in English schools there should be no increase between the first and second year after the amendments come into force. Thereafter there should be an annual increase of about half a lakh with a tendency for this increase to diminish yearly. In about 10 years' time, as the number of teachers engaged under existing conditions decreases, the annual increase should vanish and an annual decrease set in until expenditure is stabilized at the ultimate limit set by the grading scheme.

1060. In the case of vernacular schools it is difficult to estimate for how many years the exemption of student-teachers will effectively postpone the operation of the quota restriction. The maximum number of student-teachers who may be affected is about 1,250 but large numbers of these are ineligible for exemption as they have not previously served in schools. As there are only some 270 vacancies caused by death or retirement in Government and Assisted schools yearly it is likely that two years will pass before effective financial relief from the increased quota is felt.

1061. The exemption of student-teachers from quota and grading postpones the saving to be expected from these measures, but this exemption is considered necessary in fairness to the teachers concerned, since those who have previously served in schools have entered the training schools with the anticipation of returning to work in schools under the full advantages of the existing system.

1062. Once quota restrictions come into effect, as only a few of the 170 teachers retiring annually from Assisted Vernacular Schools will be replaceable, there will be a cumulative saving to Government.

The situation in Government schools is different as very few of these have staffs in excess of the proposed quota. There is a wastage of 100 Government teachers and most of these will require to be replaced. A few may be replaced by utilizing the services of the present surplus English teachers. It may be possible to replace the others by drawing from the surplus staffs of assisted schools,

but this is problematic since no teacher can be forced to join Government Service. Managers of assisted schools will naturally not be anxious to relinquish their surplus staffs and might put obstacles in the way of teachers leaving for Government Service. It is often found that teachers in assisted schools have signed contracts committing them to long periods of service with their managers and some have been found to be heavily indebted to their managers. There is also some danger that the most unsatisfactory teachers in assisted schools will seek the opportunity to drift into Government Service and precautions must be taken to ensure that this does not happen. If it is found possible to fill the vacancies occurring in Government schools by drawing on the surplus staffs of assisted schools, the total cumulative saving to Government consequent on the annual wastage of teachers in both Government and assisted schools will go a long way towards nullifying the annual rise in expenditure on account of increments and improvement in qualifications of existing teachers.

1063. It is estimated that 130 new Government schools will be required annually for the next three years, while 20 new assisted schools will be required for the first year and 30 annually thereafter. The cost of these new schools on the supposition that they are to be staffed with new teachers will be as follows:—

			(a) Under present conditions.	(b) With grading and quota restrictions.
1st Year	..	..	.. 2·65 lakhs	.. 1·87 lakhs
2nd Year	..	..	.. 5·39 lakhs	.. 3·79 lakhs
3rd Year	..	..	.. 8·21 lakhs	.. 5·76 lakhs

Here again, if it is found possible to draw on the surplus staffs of assisted schools, the new schools can be staffed at no additional cost to Government. As has been mentioned above, it is problematical whether this can be done. As teachers generally prefer Government Service to service in assisted schools, it is likely that a substantial part of the additional cost to Government of new schools can be avoided, even if stringent conditions are imposed to ensure that only teachers with a thoroughly satisfactory record are permitted to enter Government Service.

1064. A valuable contribution of the quota increase to the problem will be that it will practically cut out the effect of expansion in attendance of existing schools on the expenditure for some years to come. Generally the effect of the proposed Code amendments will be severely to curtail the annual increase of expenditure. Total disappearance of the annual increase can only be looked for when the deficiency of Vernacular Schools in large areas of the country has been remedied, and when the number of teachers employed under existing conditions has been reduced by retirements to about two-thirds of the present figure.

Conclusion.

1065. Complete Code amendments containing the recommendations indicated in the preceding paragraphs appear in paragraph 1069. These Code amendments were passed unanimously by the Board of Education at a meeting held on May 20. They were subsequently agreed to by the Executive Committee for Education at a meeting held on May 24.

1066. We submit that the proposals indicated above are educationally sound. They give new teachers a fair wage and reasonable prospects of promotion. The Manager's contributions in respect of new English teachers should make it possible for the larger Colleges to employ excess teachers. When the proposals become generally effective, it should be possible for managers of most schools to reduce school fees.

1067. At the meeting of the Board of Education at which these Code amendments were finally approved, the following resolution proposed by the Rev. R. W. Storford was passed unanimously:—

“ While giving provisional approval to these schemes on financial grounds, the Board wishes to place on record its desire that the study of educational policy should be immediately taken in hand by a suitable Commission and that such a Commission be appointed, because the Board is of the opinion that the problems of the quota and grading of teachers and of salary scales for teachers cannot be finally solved without a consideration of the educational needs and policy of the Island.”

When this resolution was being discussed, the Chairman, Retrenchment Commission, stated that, while the matter was one which did not directly concern his Commission, he personally welcomed the resolution as there were many important questions which could be studied with very great advantage by the proposed Commission.

1068. The distribution of schools—particularly English schools—has been decided in the past more by religious rivalry than by necessity. For example, there are three English Schools in Gampola (Buddhist, Catholic and Church of Ceylon), far too many for this small township. The same wasteful multiplication of schools is found in many of the small towns, e.g., Kurunegala, Matara. The Jaffna Peninsula contains 60 English Schools, an allowance out of proportion to the need for English education. Such rivalry is unhealthy and results in easy promotions designed to attract pupils, teachers paying school fees from their own salaries in order to preserve attendances and retain their posts, and stagnation of pupils at the stage of public examinations. Junior School Certificate, Senior School Certificate and London Matriculation classes tend to be swelled by large numbers of unfit pupils who are unable to pass these examinations and remain year after year in the vain hope of getting through. In the absence of a ‘ bifurcation ’ system, pupils will always be present who are not quite suited to the curriculum of Secondary Schools. A thorough tightening of the Departmental control of entry to post-primary classes is, however, desirable to avoid the waste of public money on post-primary education for unfit pupils.

Somewhat similar comments apply to the distribution of Vernacular Schools. The existing clause 13 of the Code for Assisted Vernacular and Bilingual Schools makes the starting of new schools in areas that are well supplied with schools far too easy. The existing limit for new schools ($\frac{1}{4}$ mile distance from an existing school) is too low and may very well be raised to 2 miles which is the radius of compulsory attendance for boys for all Rural Education District Committee areas except that of Kurunegala. A similar rule may be applied to schools built by private parties and offered to Government. An Education Commission might be able to secure an agreed settlement of some of these problems. Even if a Commission is not appointed the Education Department should undertake the investigation of these questions.

1069. *Code Amendments*:—

I.—PROPOSED AMENDMENTS TO THE CODE FOR ASSISTED ENGLISH SCHOOLS.

Clause 31A—

Delete condition (1) in lines 6-13 of this clause and substitute:—

(1) Schools which have an average attendance of not more than 200 eligible pupils in the primary classes will be allowed to count one teacher for every 25 units of average attendance. When the average attendance of eligible pupils in the primary classes exceeds 200, the allowance will be 8 teachers for the first 200 units and one teacher for every additional 30 units.

The allowance of teachers for the post-primary classes shall be determined separately in accordance with the following rule.

Schools which have an average attendance of not more than 100 eligible pupils in the post-primary classes will be allowed to count one teacher for every 20 units of average attendance. For the units of average attendance over 100, one teacher will be allowed for every 25 units. In Girls' Schools which have an average attendance in the post-primary classes exceeding 50 and not exceeding 250 units one extra teacher may be allowed at the discretion of the Director.

Average attendance shall be reckoned for the school year, viz., the 12 months preceding the usual date of collection of the annual returns. Fractions of over one half the quota shall count for an additional teacher.

Managers of Senior Secondary schools shall furnish two sets of annual returns, one for the primary classes and one for the post-primary classes.

This rule shall come into force from the date on which it has been confirmed by His Excellency the Governor and published in the *Government Gazette*.

Notwithstanding the provisions of this rule a vacancy may be filled by the appointment of a teacher who is undergoing training in the Government Training School at the time this rule comes into force, or who has, not more than two years before the date of this rule, completed a course of training in the Government Training School and has been unemployed since the date of completion of such course, provided that such teacher has, prior to the commencement of his course of training, been employed as a member of the staff of a registered school for at least one year, and provided that the filling of such vacancy does not permit the school to have a larger staff than that allowed by the conditions in force before the date of this rule.

Clause 41—

Insert a new Sub-clause :—

(f) A period of no-pay leave not exceeding two years may be granted to any teacher for the purpose of undergoing training at the Government Training School. Before granting such leave the Manager shall supply the Director with an undertaking to re-employ the teacher at the end of his course of training. During such leave a substitute may with the permission of the Director be appointed.

Appendix B—

In the heading to the first part of Appendix B delete the words " in Boys' Schools and Men Teachers in Mixed Schools ".

Delete note " For Bilingual Schools.....Scale C. "

Delete the heading and scales in the second part of Appendix B. (Fixed contributions from Managers towards the salaries of Women Teachers in Girls' and Mixed Schools and in the Kindergarten classes of Boys' Schools).

Add a New Clause 30B—

(a) Any teacher appointed to a school after the date on which this rule comes into force will be placed on the salary scale appropriate to his qualifications and the class in which he fills a vacancy.

There shall be five classes of teachers to which the salary scales for new appointments and scales of Managers' contributions in Appendix D shall apply.

No appointment to any class shall be made without the approval of the Director.

(b) For the purpose of allotting the proportion of teachers in the various classes there shall be a standard staff fixed for each school. The standard staff for any school shall be as shown in Appendix E and shall be fixed by the average attendance of eligible pupils for the previous school year. The attendance of average pupils in accordance with Clause 31A(2), sub-paragraph (a), shall be taken into account in assessing the standard staff. In the case of new schools the Director shall decide the standard staff for the first school year.

In Senior Secondary Schools the standard staff shall be determined separately for the primary and post-primary classes. The Director shall decide which teachers shall be counted as belonging to the primary classes and which to the post-primary classes.

In Junior Secondary Schools the standard staff shall be determined by the total eligible staff obtained by adding the eligible staff for the post-primary classes to that for the primary classes.

(c) For the purpose of assessing the quality of the staff of each school at the date on which this rule comes into force the eligible staff shall be allocated to classes, as follows:—

- Class I.—Special post-holders and Head Teachers of C Scale schools.
- Class II.—Other Trained Graduates, 1st Class Trained and Graduate Teachers.
- Class III.—Any teacher coming under any of the other scales of the former classes I. and II. of Appendix A of the Code or the corresponding scales of Appendix C or the special grades of Appendix A.
- Class IV.—3rd Class Certificated Teachers and holders of the 1st Class Drawing Certificate or the Ceylon Commercial Certificate.
- Class V.—Any other teacher.

As long as such teachers continue to fill the posts occupied by them at the time of grading, or if they exchange places with teachers of the same class in other schools or fill posts in registered new schools with the approval of the Director, their salary scales will continue to be those of Appendix A or C of the Code with Managers' contribution as in Appendix B and they will be eligible to be placed on any other scale to which they may become entitled by reason of improvement of qualification.

But when a vacancy occurs in any school it shall be filled by the appointment of a teacher to a class in which there is a vacancy.

A vacancy shall not, however, be deemed to have arisen in any particular class in any school unless the aggregate number of teachers in that class and all higher classes is less than the aggregate shown in the table of standard staffs. In exceptional cases, however, a vacancy for a Head Teacher may be filled by the appointment of a teacher to the highest class allotted to the school in the table of standard staffs provided the Director is satisfied that the vacancy cannot be filled satisfactorily by the appointment of one of the existing staff of the school.

(d) Managers of schools shall not transfer teachers from one school to fill a vacancy in a lower class in the same or another school, unless the consent of the teacher has been obtained or good reasons are shown on disciplinary grounds for the transfer.

Teachers shall not be transferred from the post-primary to the primary section of a senior secondary school without the permission of the Director.

(e) A manager may make application to the Director to have the entire staff of his school brought under the provisions of this Clause, but such request shall not be granted, unless the quota of teachers is in accordance with the amendment to Clause 31A of the Code and the teachers have consented to the proposal.

(f) No new school shall be registered unless the staff conforms to the minimum qualifications of the standard staff specified in Appendix E.

(g) Nothing in this rule shall prevent a manager from employing teachers in excess of the standard staff subject to the approval of the Director.

This rule shall come into force from the date on which it has been confirmed by His Excellency the Governor and published in the *Government Gazette*.

Notwithstanding the provisions of this rule a teacher who is undergoing training in the Government Training School at the time this rule comes into force, or who has, not more than two years before the date of this rule, completed a course of training in the Government Training School and has been unemployed since the

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date of completion of such course, shall, on appointment to a school, be placed on the salary appropriate to his qualifications in Appendix A or C of the Code with Managers' contribution as in Appendix B, provided that such teacher has, prior to the commencement of his course of training, been employed as a member of the staff of a registered school for at least one year. Such teacher may, however, be given the option of coming under the provisions of this rule, if he so desires.

Insert a new Appendix—Appendix D.—

Classification of Teachers and Salary Scales for Teachers appointed to English Schools from and after the date on which this Appendix comes into force.

The amounts shown within brackets are the Managers' Contributions.

Note.—This appendix will apply provisionally until the new Salary Scheme for English Teachers is approved by Government.

	For Junior Secondary and Primary Schools and for Primary Classes in Senior Secondary Schools.	For Post-Primary Classes in Senior Secondary and Collegiate Schools.
	Rs.	Rs.
Class I :		
Trained Graduate	} $\frac{2,400-3,000}{5 \text{ of } 120} (1,488)$.. (a)	} $\frac{3,000-4,200}{5 \text{ of } 240} (2,340)$
Graduate ..		
1st Class Trained		
Class II. :		
Trained Graduate or 1st or 2nd Class Honours ..	} $\frac{1,440-2,400}{8 \text{ of } 120} (1,056)$..	} $\frac{1,800-3,000}{8 \text{ of } 150} (1,560)$
Graduate of a British Uni- versity ..		
Graduate ..	} $\frac{1,332-2,100}{8 \text{ of } 96} (948)$..	} $\frac{1,548-2,700}{8 \text{ of } 144} (1,380)$
1st Class Trained ..		
Class III. :		
Trained or Graduate Commercial (Approved Bri- tish qualification) ..	} $\frac{990-1,530}{6 \text{ of } 90} (696)$..	} $\frac{1,260-1,800}{6 \text{ of } 90} (996)$
2nd Class Certificate ..		
2nd Class Provisionally Trained ..	} $\frac{900-1,140}{5 \text{ of } 48} (564)$..	} $\frac{960-1,380}{5 \text{ of } 84} (756)$
London Inter Science or Arts		
(b) Class IV. :		
1st Class Drawing ..	} $\frac{600-810}{7 \text{ of } 30} (384)$..	} $\frac{636-888}{7 \text{ of } 36} (492)$
Ceylon Commercial ..		
3rd Class Certificate ..		
(b) Class V. :		
Certificated ..	$\frac{480-588}{9 \text{ of } 12} (288)$..	—
Senior School Certificate or equivalent qualification	480 (264) ..	—

(a) Principals of Schools may with the approval of the Director be placed on the scale $\frac{3,000-5,400}{10 \text{ of } 240} (2,730)$.

(b) Graduates and Trained Teachers will normally be appointed to Class III., but a Manager may appoint a graduate or a trained teacher to a vacancy in Class IV. or Class V. on the following conditions :—

- (1) The salary of such graduate or a trained teacher approved for grant shall be the maximum step of the salary scale appropriate to the Class in which he fills a vacancy.
- (2) Such graduate or trained teacher shall receive from the Manager the scale of salary prescribed for Class III.

Insert a new Appendix—Appendix E.—

Standard Staffs for Schools.

Total No. of Teachers.	Average Eligible Attendance.		Classes.														
	Primary Classes.	Post-primary Classes.	Junior Secondary and Primary Schools and Primary Classes in Senior Secondary Schools.					Post-primary Classes in Senior Secondary and Collegiate Schools									
			I.	II.	III.	IV.	V.	I.	II.	III.	IV.						
1	25-37	20-30	..	—	—	—	—	1	—	—	—	—	—	—	—	—	—
2	38-62	31-50	..	—	—	—	—	1	—	—	—	—	—	—	—	—	—
3	63-87	51-70	..	—	—	—	—	1	—	—	—	—	—	—	—	—	—
4	88-112	71-90	..	—	—	—	—	1	—	—	—	—	—	—	—	—	—
5	113-137	91-112	..	—	—	—	—	1	—	—	—	—	—	—	—	—	—
6	138-162	113-137	..	—	—	—	—	1	—	—	—	—	—	—	—	—	—
7	163-187	138-162	..	—	—	—	—	1	—	—	—	—	—	—	—	—	—
8	188-215	163-187	..	1	—	—	—	2	—	—	—	—	—	—	—	—	—
9	216-245	188-212	..	1	—	—	—	3	—	—	—	—	—	—	—	—	—
10	246-275	213-237	..	1	—	—	—	3	—	—	—	—	—	—	—	—	—
11	276-305	238-262	..	1	—	—	—	3	—	—	—	—	—	—	—	—	—
12	306-335	263-287	..	1	—	—	—	4	—	—	—	—	—	—	—	—	—
13	336-365	288-312	..	1	—	—	—	4	—	—	—	—	—	—	—	—	—
14	366-395	313-337	..	1	—	—	—	4	—	—	—	—	—	—	—	—	—
15	396-425	338-362	..	1	—	—	—	4	—	—	—	—	—	—	—	—	—
16	426-455	363-387	..	1	—	—	—	5	—	—	—	—	—	—	—	—	—
17	456-485	388-412	..	1	—	—	—	5	—	—	—	—	—	—	—	—	—
18	486-515	413-437	..	1	—	—	—	5	—	—	—	—	—	—	—	—	—
19	516-545	438-462	..	1	—	—	—	5	—	—	—	—	—	—	—	—	—
20	546-575	463-487	..	1	—	—	—	6	—	—	—	—	—	—	—	—	—
21	576-605	488-512	..	1	—	—	—	6	—	—	—	—	—	—	—	—	—
22	606-635	513-537	..	1	—	—	—	6	—	—	—	—	—	—	—	—	—
23	636-665	538-562	..	1	—	—	—	6	—	—	—	—	—	—	—	—	—
24	666-695	563-587	..	1	—	—	—	7	—	—	—	—	—	—	—	—	—
25	696-725	588-612	..	1	—	—	—	7	—	—	—	—	—	—	—	—	—
26	726-755	613-637	..	1	—	—	—	8	—	—	—	—	—	—	—	—	—
27	756-785	638-662	..	1	—	—	—	8	—	—	—	—	—	—	—	—	—
28	786-815	663-687	..	1	—	—	—	8	—	—	—	—	—	—	—	—	—
29	816-845	688-712	..	1	—	—	—	8	—	—	—	—	—	—	—	—	—
30	846-875	713-737	..	1	—	—	—	9	—	—	—	—	—	—	—	—	—
31	876-905	738-762	..	1	—	—	—	9	—	—	—	—	—	—	—	—	—
32	906-935	763-787	..	1	—	—	—	10	—	—	—	—	—	—	—	—	—
33	936-965	788-812	..	1	—	—	—	10	—	—	—	—	—	—	—	—	—
34	966-995	813-837	..	1	—	—	—	10	—	—	—	—	—	—	—	—	—
35	996-1025	838-862	..	1	—	—	—	10	—	—	—	—	—	—	—	—	—

II.—PROPOSED AMENDMENTS TO THE CODE FOR ASSISTED VERNACULAR AND BILINGUAL SCHOOLS.

Clause 39A.—Delete the first part of condition (1) in lines 6 to 47 of this clause. (Quota for Vernacular Schools, Bilingual (non-boarding) Schools, and Bilingual Girls' Boarding Schools down to the words " . . . except in the case of English Teachers ") and substitute the following:—

(1) *Vernacular Schools and Bilingual (Non-boarding) Schools.*—Vernacular schools and bilingual (non-boarding) schools which have an average attendance of not more than 210 eligible pupils in the primary classes will be allowed to count one teacher for every 30 units of average attendance. When the average attendance of eligible pupils exceeds 210 the allowance will be 7 teachers for the first 210 units and one teacher for every additional 35 units.

The allowance of teachers in the post-primary classes shall be determined separately in accordance with the following rule.

Schools which have an average attendance of not more than 200 eligible pupils in the post-primary classes will be allowed to count one teacher for every 25 units of average attendance. For the units of average attendance over 200, one teacher will be allowed for every 30 units.

(2) *Bilingual Girls' Boarding Schools*.—Bilingual Girls' Boarding schools which have an average attendance of not more than 200 eligible pupils will be allowed to count one teacher for every 25 units of average attendance. For the units of average attendance over 200 one teacher will be allowed for every 30 units.

Average attendance shall be reckoned for the school year, viz., the 12 months preceding the usual date of collection of the annual returns.

In Bilingual Schools the quota of English teachers included in the above staff shall be 30 units of average attendance of pupils learning English in classes above and including Standard IV for one full-time or part-time teacher.

Fractions of over one half the quota shall count for an additional teacher except in the case of English teachers in Bilingual Schools.

This rule shall come into force from the date on which it has been confirmed by His Excellency the Governor and published in the *Government Gazette*.

Notwithstanding the provisions of this rule a vacancy may be filled by the appointment of a teacher who is undergoing training in a Government or Assisted Training School in Ceylon at the time this rule comes into force, or who has, not more than two years before the date of this rule, completed a course of training in such training school and has been unemployed since the completion of his course, provided that such teacher has prior to the commencement of his course of training been employed as a member of the staff of a registered school for at least one year, and provided that the filling of such vacancy does not permit the school to have a larger staff than that allowed by the conditions in force before the date of this rule.

In sub-paragraph (a), line 3, after the words " last day of the school year or over " delete " 18 " and substitute " 17 ".

Clause 40: Delete and substitute:—

The grant payable on account of English teachers on the eligible staffs of Bilingual Schools shall be the difference between the approved salaries of these teachers in accordance with Appendices B or D and the Manager's contribution as shown in Appendix C.

The above appendices shall continue to apply to those teachers who are on the staffs of Bilingual Schools on the date on which this rule comes into force for the rest of the period they are in service in the same schools or when two such teachers in different schools change places with the approval of the Director, or when one such teacher changes places with a similar teacher in an English School with the approval of the Director or is transferred to a registered new school with the approval of the Director. But when a vacancy occurs for an English teacher in a Bilingual School after the date on which this rule comes into force it shall be filled in the manner indicated in Clause 36A and the grant payable shall be the difference between the approved salary in accordance with Appendix G and the Manager's contribution as shown in the same Appendix.

This rule shall come into force from the date on which it has been confirmed by His Excellency the Governor and published in the *Government Gazette*.

Clause 55.—Insert a new Sub-Clause:—

(f) A period of no-pay leave not exceeding two years may be granted to any teacher for the purpose of undergoing training in a registered Government or Assisted Training School. Before granting such leave the Manager shall supply the Director with an undertaking to re-employ the teacher at the end of his course of training. During such leave a substitute may, with the permission of the Director, be appointed.

Appendix C.—

Delete the heading to the first part of Appendix C and substitute the following heading:—

" Fixed contributions from Managers towards the Salaries of English Teachers in Bilingual Schools ".

Delete note " This contribution is Scale C for English Schools ".

Delete the heading and scales in the second part of Appendix C (Fixed contributions from Managers towards the salaries of Women Teachers in Vernacular and Bilingual Girls' and in Vernacular and Bilingual Mixed Schools).

Insert a new Clause 36A.—

(a) Any teacher appointed to a school after the date on which this rule comes into force will be placed on the salary scale appropriate to his qualifications and the class in which he fills a vacancy.

There shall be five classes of teachers to which the salary scales in Appendix E for new appointments shall apply.

No appointment to any class shall be made without the approval of the Director.

(b) For the purpose of allotting the proportion of teachers in the various classes there shall be a standard staff fixed for each school. The standard staff for any school shall be as shown in Appendix F and shall be fixed by the average attendance of eligible pupils for the previous school year. In vernacular schools and bilingual (non-boarding) schools which have post-primary as well as primary classes, the standard staff shall be determined by the total eligible staff obtained by adding the eligible staff for the post-primary classes to that for the primary classes. In the case of new schools the Director shall decide the standard staff for the first school year.

(c) The Director shall fix the standard staffs for Bilingual Schools by substituting for posts indicated in Appendix F posts for English teachers according to the number of English teachers allowed by attendance. The highest post in the standard staff shall be one of those substituted. English teachers shall be classified according to the rules of Clause 30B of the Code for Assisted English Schools and the posts for English Teachers substituted by the Director shall in no case allow the school to have a higher classification of English teachers than that indicated for an English School of the same total staff.

(d) For the purpose of assessing the quality of the staff of each school at the date on which this rule comes into force the eligible staff shall be allocated to classes as follows:—

Class I.—Teachers on any of the Head Teachers' Scales of Appendix A.

Class II.—Other 1st Class Trained and 1st Class Certificated Teachers.

Class III.—Other 2nd Class Trained and 2nd Class Certificated Teachers.

Class IV.—3rd Class Certificated Teachers, English teachers appointed under Sub-Clause 37D (ii.) and holders of 2nd Class Provisional Certificate (Trained).

Class V.—Any other teachers.

Existing English teachers in service in Bilingual Schools shall be classified according to the rules in Clause 30B, sub-paragraph (c) of the Code for Assisted English Schools.

As long as such Vernacular and English teachers continue to fill the posts occupied by them at the time of grading, or if they exchange places with teachers of the same class in another school or fill posts in registered new schools with the approval of the Director, their salary scales will continue to be those of Appendices A, B, or D of the Code, and they shall be eligible to be placed on any other scale to which they may become entitled by reason of improvement of qualifications. But when a vacancy occurs in any school it shall be filled by the appointment of a teacher to a class in which there is a vacancy.

A vacancy shall not be deemed to have arisen in any particular class in any school unless the aggregate number of teachers in that class and in all higher classes is less than the aggregate shown in the table of standard staffs.

(e) Managers of schools shall not transfer a teacher from one school to fill a vacancy in a lower class in the same or another school unless the consent of the teacher has been obtained or good reasons are shown on disciplinary grounds for the transfer.

(f) A Manager may make application to the Director to have the entire staff of his school brought under the provisions of this Clause, but such request shall

not be granted, unless the quota of teachers is in accordance with the amendment to Clause 39A of the Code and the teachers have consented to the proposal.

(g) No new school shall be registered unless the staff conforms to the minimum qualifications of the standard staff specified in Appendix E.

This rule shall come into force from the date on which it has been approved by His Excellency the Governor and published in the *Government Gazette*.

Notwithstanding the provisions of this rule a teacher who is undergoing training in a Government or Assisted Training School in Ceylon at the time this rule comes into force, or who has, not more than two years before the date of this rule, completed a course of training in such training school and has been unemployed since the date of completion of his course, shall, on appointment to a school, be placed on the salary scale appropriate to his qualifications in Appendix A of the Code, or, if an English teacher in a bilingual school, Appendix B or D with Manager's contribution as in Appendix C, provided that such teacher has, prior to the commencement of his course of training, been employed as a member of the staff of a registered school for at least one year. Such teacher may, however, be given the option of coming under the provisions of this rule, if he so desires.

Insert a new Appendix—Appendix E.—

Classification of teachers and Salary Scales for Teachers appointed to Vernacular Schools and Vernacular staffs of Bilingual Schools from and after the date on which this Appendix comes into force.

Note.—This Appendix will apply provisionally until the new salary scheme for Vernacular Teachers is approved by Government.

Class I. :	Rs.
1st Class Trained	768—1,200
	<u>9 of 48</u>
1st Class Certificated	636—960
	<u>9 of 36</u>
 Class II. :	
1st Class Trained	624—960
	<u>8 of 42</u>
1st Class Certificated	540—780
	<u>8 of 30</u>
 Class III. :	
2nd Class Trained	480—660
	<u>6 of 30</u>
2nd Class Certificated	450—558
	<u>6 of 18</u>
 Class IV. :	
Third Class Certificated .. .. .	.. .. .
2nd Class Provisional Trained .. .. .	.. .. .
English Teachers under clause 37d (ii.) .. .. .	.. .. .
	} 360—432
	} 6 of 12
 Class V. :	
Certificated teachers .. .. .	.. .. .
English Teachers under clause 37d (iii.) .. .. .	.. .. .
Senior School Certificate or equivalent qualification .. .. .	.. .. .
	} 360
	} 240

Insert a new Appendix—Appendix F.—

Standard Staffs for Schools.

Total No. of Teachers	Average eligible Attendance.		Classes.				
	Primary Classes in Vernacular Schools and Bilingual (non-board- ing Schools).	Bilingual Girls' Boarding Schools, and post Primary Classes in Vernacular Schools and Bilingual (non-boarding Schools.)	I.	II.	III.	IV.	V.
1 ..	30-45	.. 25-37	.. —	.. —	.. —	.. 1	.. 0
2 ..	46-75	.. 38-62	.. —	.. —	.. 1	.. 0	.. 1
3 ..	76-105	.. 63-87	.. —	.. 1	.. 0	.. 1	.. 1
4 ..	106-135	.. 89-112	.. —	.. 1	.. 1	.. 1	.. 1
5 ..	136-165	.. 113-137	.. —	.. 1	.. 2	.. 1	.. 1
6 ..	166-195	.. 138-162	.. —	.. 1	.. 2	.. 1	.. 2
7 ..	196-227	.. 163-187	.. —	.. 1	.. 2	.. 2	.. 2
8 ..	228-262	.. 189-215	.. 1	.. 1	.. 2	.. 2	.. 2
9 ..	263-297	.. 216-245	.. 1	.. 1	.. 3	.. 2	.. 2
10 ..	298-332	.. 246-275	.. 1	.. 1	.. 3	.. 2	.. 3
11 ..	333-367	.. 276-305	.. 1	.. 1	.. 3	.. 3	.. 3
12 ..	368-402	.. 306-335	.. 1	.. 1	.. 4	.. 3	.. 3
13 ..	403-437	.. 336-365	.. 1	.. 2	.. 4	.. 3	.. 3
14 ..	438-472	.. 366-395	.. 1	.. 2	.. 4	.. 4	.. 3
15 ..	473-507	.. 396-425	.. 1	.. 2	.. 4	.. 4	.. 4
16 ..	508-542	.. 426-455	.. 1	.. 2	.. 5	.. 4	.. 4
17 ..	543-577	.. 456-485	.. 1	.. 2	.. 5	.. 5	.. 4
18 ..	578-612	.. 486-515	.. 1	.. 3	.. 5	.. 5	.. 4
19 ..	613-647	.. 516-545	.. 1	.. 3	.. 5	.. 5	.. 5
20 ..	648-682	.. 546-575	.. 1	.. 3	.. 6	.. 5	.. 5
21 ..	683-717	.. 576-605	.. 1	.. 3	.. 6	.. 5	.. 6
22 ..	718-752	.. 606-635	.. 1	.. 4	.. 6	.. 5	.. 6
23 ..	753-787	.. 636-665	.. 1	.. 4	.. 6	.. 6	.. 6
24 ..	788-822	.. 666-695	.. 1	.. 4	.. 7	.. 6	.. 6
25 ..	823-857	.. 696-725	.. 1	.. 4	.. 7	.. 6	.. 7
26 ..	858-892	.. 726-755	.. 1	.. 4	.. 8	.. 6	.. 7
27 ..	893-927	.. 756-785	.. 1	.. 4	.. 8	.. 7	.. 7
28 ..	928-962	.. 786-815	.. 1	.. 5	.. 8	.. 7	.. 7
29 ..	963-997	.. 816-845	.. 1	.. 5	.. 8	.. 7	.. 8
30 ..	998-1032	.. 846-875	.. 1	.. 5	.. 9	.. 7	.. 8
31 ..	1033-1067	.. 876-905	.. 1	.. 5	.. 9	.. 8	.. 8
32 ..	1068-1102	.. 906-935	.. 1	.. 5	.. 10	.. 8	.. 8
33 ..	1103-1137	.. 936-965	.. 1	.. 5	.. 10	.. 8	.. 9
34 ..	1138-1172	.. 966-995	.. 1	.. 6	.. 10	.. 8	.. 9
35 ..	1173-1207	.. 996-1025	.. 1	.. 6	.. 10	.. 9	.. 9
36 ..	1208-1242	.. —	.. 1	.. 6	.. 11	.. 9	.. 9
37 ..	1243-1277	.. —	.. 1	.. 6	.. 11	.. 9	.. 10
38 ..	1278-1312	.. —	.. 1	.. 7	.. 11	.. 9	.. 10
39 ..	1313-1347	.. —	.. 1	.. 7	.. 11	.. 10	.. 10
40 ..	1348-1382	.. —	.. 1	.. 7	.. 12	.. 10	.. 10

Insert a new Appendix—Appendix G.—

Classification of Teachers and Salary Scales for Teachers appointed to the English Staffs of Bilingual Schools from and after the date on which this Appendix comes into force. The amounts shown within brackets are the Managers' contributions.

(See Clauses 40 and 36A.)

Note.—This Appendix will apply provisionally until the new salary scheme for English Teachers is approved by Government.

	Rs.	
Class I. :		
Trained Graduate, Graduate, 1st Class Trained }	2,400—3,000	(1,488)
	5 of 120	
Class II. :		
Trained Graduate, 1st or 2nd Class Honours Graduate of a British University }	1,440—2,400	(1,056)
	8 of 120	
Graduate, 1st Class Trained }	1,332—2,100	(948)
	8 of 96	
Class III. :		
Trained or Graduate, Commercial (approved British qualification) }	990—1,530	(696)
	6 of 90	
2nd Class Certificate, Second Class Prov. Trained, London Inter Science or Arts }	900—1,140	(564)
	5 of 48	
(a) Class IV. :		
1st Class Drawing .. Ceylon Commercial 3rd Class Certificate }	600—810	(384)
	7 of 30	
(a) Class V. :		
Certificated	480—588	(288)
	9 of 12	
Senior School Certificate or equivalent qualification ..	480	(264)

(a) Graduates and Trained Teachers will normally be appointed to Class III., but a Manager may appoint a graduate or a trained teacher to a vacancy in Class IV. or Class V. on the following conditions :—

- (1) The salary of such graduate or trained teacher approved for grant shall be the maximum step of the salary scale appropriate to the Class in which he fills a vacancy.
- (2) Such graduate or trained teacher shall receive from the Manager the scale of salary prescribed for Class III.

1070. We are most grateful to the Hon. the Minister for Education and to the Executive Committee for Education for the patient consideration of our proposals. We are deeply indebted to the members of the Board of Education for their attendance at several long meetings and for their invaluable assistance and collaboration. We are much obliged to Mr. R. Patrick, the Acting Director of Education, for his help. On Dr. I. Sandeman, the Acting Deputy Director of Education, fell nearly the whole burden of the speedy preparation of the necessary data, reports and Code amendments. He has worked very long hours and on holidays to make it possible for us to complete our task. We would specially commend Dr. Sandeman's exceptional contribution of skilled and ungrudging assistance. Mr. H. A. Jayaweera of the Establishment Branch of the Treasury was most helpful in the examination of the financial implications of the proposals and of the new salary scales.

Head 69.—University College.

1071. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

			Personal	Other	Total.
			Emolumenta.	Charges.	
			Rs.	Rs.	Rs.
1931-32	..	..	380,504	55,079	435,583
1932-33	..	..	386,727	131,612	518,339
1933-34	..	..	375,246	123,141	498,387
1934-35	..	..	400,896	131,403	532,299
1935-36	..	..	420,592	131,423	552,015
1936-37	..	..	422,951	120,176	543,127
1937-38	..	..	440,867	129,163	570,030
1938-39 (Estimated)	..	..	519,657	175,210	694,867

1072. The increases in the establishment on the cadre approved by the Select Committee—Sessional Paper XXVIII. of 1935—are as follows:—

Professor of Economics	..	..	..	..	1
Lecturer in Zoology	..	..	..	..	1
Lecturer in Sanskrit, Pali and Sinhalese	..	..	..	..	1
Assistant Lecturer in Chemistry	..	..	..	..	1
Do. Ceylon History	..	..	..	..	1
Do. Botany	..	..	..	..	1
Do. Economics	..	..	..	..	1
Do. Tamil	..	..	..	..	1
Library Assistant	..	..	..	..	1
Tutor—English	..	..	..	..	1
Tutor—History	..	..	..	..	1
Laboratory Assistants	..	..	..	..	2
Peons	..	..	..	..	3
Laboratory Attendants	..	..	..	..	3
Labourers	..	..	..	..	3
Watcher	..	..	..	..	1
Garden Labourers	..	..	..	..	3

1073. At the time of our investigations the Principal, University College, represented to us that the rising cost of the College could not be checked so long as he was compelled to accept an unlimited liability for admissions and fresh proposals for new and extended departments of study were adopted. We are glad to note that Government has since agreed to restrict admissions.

The Principal agreed with us to make the following reductions in the cadre as a retrenchment measure:—

- 1 Lecturer in Sanskrit, Pali and Sinhalese (in the event of the Senior Lecturer being promoted to the new post of Professor),
- 1 Assistant Lecturer in Tamil,
- 1 Demonstrator in Zoology,
- 1 Demonstrator in Botany,
- 1 Clerk, Class III.

1074. *Fees.*—We discussed with the Principal the question of the adequacy of the fees levied at the College and came to the conclusion that the fees now charged are low. We are of opinion that, in view of the recommendation of the University Commission and the present cost of the College to Government, the existing rate of Rs. 50 per term should be raised to Rs. 60 per term. If the fees are eventually raised we would suggest that the number of free places should be increased so as to enable poor students who show promise to take a ' University Course '.

1075. The reductions recommended by us are estimated to produce the following savings:—

Personal Emoluments.—

Salaries :			Rs.
1 Lecturer in Sanskrit, Pali and Sinhalese	..	..	11,400
1 Assistant Lecturer in Tamil	..	..	4,500
1 Demonstrator in Zoology	..	..	3,720
1 Demonstrator in Botany	..	..	3,720
1 Clerk, Class III.	..	..	840
			<hr/> 24,180
Allowances :			
Allowance to Registrar (details appear in our Report on Salaries, Allowances, &c.)	..	..	1,800
			<hr/> 25,980

Head 70.—Archæological Department.

1076. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	26,240	58,349	84,589
1932-33	27,006	54,370	81,376
1933-34	28,659	64,220	92,879
1934-35	29,702	65,653	95,355
1935-36	40,771	88,761	129,532
1936-37	44,374	93,389	137,763
1937-38	49,631	94,373	144,004
1938-39 (Estimated)	51,335	112,825	164,160

1077. The following is the Cadre of the Department as appearing in the 1938-39 Estimates compared with the recommendation made by the Select Committee of the State Council in Sessional Paper XXVIII.—1935:—

	1938-39 Estimates.	Select Committee.
Archæological Commissioner	1	1
Epigraphical Assistant	1	1
Draughtsmen :		
Class I.	2	2
Class II.	2	2
Chief Clerk	1	1
Clerk, Class III.	1	1
Stores Clerk	1	—
Librarian	1	—
Photographer	1	1
Assistant Photographer	1	—
Extra Clerk at Re. 1·75 per diem	1	1
Peons	3	3
Library Attendant	1	1
Overseers	4	—

1078. *Staff Officers.*—The Archæological Commissioner informed us that most of the ancient monuments at Anuradhapura, Mihintale, Polonnaruwa and Sigiriya have been put into a good state of repair and that on his retirement in two years' time, the post of the Archæological Commissioner and Epigraphical Assistant can be combined. We accept this view.

1079. *Draughtsmen*.—Present strength Class I. : 2, Class II. : 2. The Salaries and Cadres Commission (Sessional Paper XVI.—1932) recommended that the number of draughtsmen might be reduced to two:—one Class I. and one Class II. The Select Committee of the State Council considered that the retention of all the four posts was justified under the conditions then existing. Since most of the conservation work has been completed, the Archæological Commissioner has agreed with us that two draughtsmen would be sufficient. One officer has just retired and the junior draughtsman should be transferred to another Department. The two remaining posts should be graded, one in Class I. and the other in Class II.

1080. *Clerical Staff*.—There are at present—

Chief Clerk ..	..	1	Extra Clerk ..	..	1
Clerk, Class III.	..	1	Librarian ..	..	1
Stores Clerk	..	1			

It may be mentioned that in the recommendation of the Select Committee of the State Council (Sessional Paper XXVIII.—1935) there was no place for a Stores Clerk or a Librarian.

The Chief Clerk appears to be travelling monthly to Anuradhapura, Polonnaruwa and Sigiriya solely for the purpose of paying the labourers. This is a practice started recently for which we do not find sufficient reason. If this is discontinued, he will be available in the office for his legitimate duties for an extra week every month and there will also be a saving in the travelling vote. The Archæological Commissioner might conveniently arrange his circuits of inspection, as in the past, to coincide with the periods of payment. The Chief Clerk should hold himself responsible for all work connected with the Department's accounts. What remains to be done by way of typing, correspondence, &c., can be attended to by the Stores Clerk. The Archæological Commissioner suggested that the Class III. clerk might be allowed to stay in the Department, as he would like to take the Stores Clerk on most of his Circuits to assist him in checking stores, taking measurements and paying labourers. He was prepared to release the Librarian for transfer to another Department. We agree to this proposal. The saving would be an Extra Clerk and Librarian.

1081. *Photographers*.—Present strength—two photographers. In the 1934-35 Estimates there was provision for only one photographer and the Select Committee on Salaries and Cadres also recommended only one post for the permanent Cadre. The Archæological Commissioner is prepared to release one. We accept this.

1082. *Minor Employees*.—Present strength—3 peons and 1 library attendant. We were inclined to think 3 peons in addition to a library attendant too many for a small office like this, but as the Archæological Commissioner explained that both Staff Officers had extensive circuits and required the services of peons on circuit, we suggest no reduction.

There is no justification for the payment of a binding allowance to one of the peons; this work should be regarded as part of the normal duties of minor employees. The Archæological Commissioner agrees to the allowance being withdrawn and proposes to distribute the binding work amongst all the peons.

1083. *Vote for Travelling (Sub-head 2)*.—The provision for this item in the 1933-39 Estimates is Rs. 8,000. The Archæological Commissioner has agreed to the suggestion to reduce it to Rs. 6,000 irrespective of any reduction on account of our recommendation that the travelling rates should be reduced.

It was observed by us that two officers of the Department visit the outstations for the annual survey of stores. It should be possible to appoint local officers of other Departments to perform this duty. The Archæological Commissioner agrees.

1084. *Stationery, &c. (Sub-head 3).*—The Archæological Commissioner has suggested a reduction of Rs. 200 from the recurrent expenses of Rs. 500 under this sub-head. He had on hand on August 25, 1938, stock to the value of Rs. 1,703. We recommend that the vote under this sub-head be reduced to the nominal figure of Rs. 50 until this stock is exhausted. The Archæological Commissioner agrees.

1085. *Conservation and Acquisition of Ancient Monuments and Excavation (Sub-head 4).*—The provision for this item in the 1938-39 Estimates is Rs. 90,000. The Archæological Commissioner agreed to reduce the vote under this sub-head to Rs. 57,500, distributed as follows:—

	Rs.
(a) For conservation of ancient monuments at Anuradhapura, Polonnaruwa, Sigiriya, Mihintale, and other places—labour and materials	30,000
(b) Restoration of the mural paintings in the Totagamu Rajamaha Vihare—labour and materials	1,500
(c) For survey, acquisition and demarcation of ancient sites, &c.	5,000
(d) For the annual maintenance of all archæological reservations (clearing jungle, felling trees, &c.), and upkeep of roads and drains	20,000
(e) For excavation—labour and materials	1,000
	57,500

If only the ancient monuments at present conserved are taken into account there should be a further reduction in the vote under this sub-head in 1939-40 and onwards in view of the following statement of the Archæological Commissioner to us:—

“ Now that all the most important ancient monuments at Anuradhapura, Mihintale, Polonnaruwa, and Sigiriya have been put into a good state of repair no more costly conservation works should be required for the next 50 years or more, so that there will be a considerable saving under this heading in future. ”

The reduced figures agreed to by the Archæological Commissioner will have to be increased somewhat if certain ancient monuments, not at present conserved by the Department, are taken up or if, after the passage of the Antiquities Bill, some ancient monuments now in private ownership are to be conserved.

The Minister of Education has brought to our notice the importance of getting such restoration work as possible completed before the present Archæological Commissioner, Mr. Longhurst, leaves Ceylon. We agree that this should be done.

1086. *Maintenance of Departmental Quarters, Lines, &c. (Sub-head 5).*—The provision for 1938-39 is Rs. 5,000. As the actual expenditure in 1935-36 was Rs. 3,989, we think that the item should be reduced to Rs. 4,000. The Archæological Commissioner agrees.

1087. *Publications (Sub-head 6).*—Provision for 1938-39 is Rs. 5,000. The actual expenditure under this item during the last two years being in the region of Rs. 1,600 per annum, the Archæological Commissioner agrees that the vote can be safely reduced to Rs. 2,000.

1088. *Library (Sub-head 7).*—Provision for 1938-39 is Rs. 1,000. We were inclined to the view that the Archæological Commissioner could, without much inconvenience, make use of the Museum Library for such books and publications as he might wish to consult, but, on representations made by him, we agreed to raise no objection to the Departmental Library continuing but on the understanding that care would be taken in future to avoid duplication of books as much as possible by consultation with the Museum Library before placing indents.

The Archæological Commissioner has suggested the reduction of this vote to Rs. 500, which we accept.

1089. *Incidental Expenses (Sub-head 9).*—Provision for 1938-39 is Rs. 3,000. The Archæological Commissioner has agreed to the reduction of this vote to Rs. 2,250, distributed as follows:—

	Rs.
Cost of drawing materials	100
Cost of photographic materials	1,000
Cost of materials for taking estampages—ink, paper, dabbers, brushes, &c.	100
Conservancy and other miscellaneous expenses, such as, tram fare, carriage of parcels, &c.	1,000
Gas for the dark room for varnishing photo-negatives, &c.	50
	2,250

1090. We discussed with the Archæological Commissioner the Indian system under which the Public Works Department was responsible for the maintenance of ancient monuments subject to inspection by the Archæologist and also carried out restoration work according to the latter's instructions. We agree with the Archæological Commissioner's view that it is not necessary to introduce this procedure into Ceylon.

1091. In view of the fact that the present Director of the Colombo Museum is retiring shortly, we discussed the practicability of amalgamating the posts of Archæological Commissioner and Director of the Museum. The possibility of such an arrangement is dependent entirely on an Archæologist being selected as the next Director of Museum. The present Archæological Commissioner is not interested personally in this proposal as he states that he has a great deal to do in completing his work within the remaining period of his agreement.

1092. The Department maintains a small "museum" at Anuradhapura. A watcher is in charge and the building is stated to be in a very dilapidated condition. The Archæological Commissioner is in favour of bringing the valuable specimens to Colombo and of giving up these rooms. We agree that this should be done.

1093. We would also suggest that before any more money from public funds is expended on restoring or maintaining antiquities and monuments under private control, a new Antiquities Ordinance should be enacted to secure for the nation the benefit of such expenditure.

1094. The reductions recommended by us are estimated to produce the following savings:—

Personal Emoluments.—

	Rs.	Rs.
Salaries :		
(a) Salaries of 2 Draughtmen, 1 in Class I. and 1 in Class II.	6,300	
(b) Salary of 1 Librarian	585	
(c) Salary of 1 extra clerk	525	
(d) Salary of 1 photographer	660	
	8,070	
Allowances :		
(a) Rent allowance	779	
(b) Binding allowance to peon	48	
	827	

Other Charges.—

(a) Sub-head 2, Travelling	2,000
(b) Sub-head 3, Stationery	450
(c) Sub-head 4, Conservation and Acquisition of Ancient Monuments, &c.	32,500
(d) Sub-head 5, Maintenance of Departmental Quarters, Lines, &c.	1,000
(e) Sub-head 6, Publications	2,000
(f) Sub-head 7, Library	500
(g) Sub-head 8, Incidental Expenses	750
	40,200
	49,097

Head 71.—Colombo Museum.

1095. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	64,029 ..	23,207 ..	87,236
1932-33	64,964 ..	16,733 ..	81,697
1933-34	55,026 ..	16,523 ..	71,549
1934-35	64,305 ..	24,616 ..	88,921
1935-36	68,851 ..	28,807 ..	97,658
1936-37	76,025 ..	27,075 ..	103,100
1937-38	88,809 ..	43,464 ..	132,273
1938-39 (Estimated)	93,820 ..	37,646 ..	131,466

1096. The following is the cadre of the Department as appearing in the 1938-39 Estimates compared with the recommendation made by the Select Committee of the State Council in Sessional Paper XXVIII.—1935:—

	1938-39 Estimates.	Select Committee.
Director	1 ..	1
Assistant in Systematic Entomology	1 ..	1
Assistant in Ethnology	1 ..	1
Probationer in Ethnology	1 ..	1
Secretary and Librarian	1 ..	1
Assistant Librarians	3 ..	3
Clerks :		
Class II.	2 ..	1
Class III.	2 ..	2
Taxidermists	3 ..	3
Draughtsman	1 ..	1
Laboratory Assistants :		
Grade II. (General)	1 ..	1
Grade III. (Entomological)	1 ..	1
Preparation Assistants	2 ..	2
Bookbinder and Repairer	1 ..	1
Gardener	1 ..	1
Inspector of Watchers	1 ..	1
Watchers	8 ..	6
Peons	6 ..	6
Bicycle Orderly	1 ..	1
Collectors of Specimens	5 ..	5
Labourers	4 ..	4
Garden Labourers (on daily pay)	5 ..	6
Conservancy Labourer (on daily pay)	1 ..	1
Library Labourers	2 ..	1
Caretaker of Live Animals	1 ..	1
Clerk-in-Charge, Kandy Museum	1 ..	1
Peon, Kandy Museum	1 ..	1
Labourer, Kandy Museum	1 ..	1
Night Watchers, Kandy Museum (2 on daily-pay)	3 ..	1

1097. *Transfer of the General Office to the Museum Building.*—At present, the General Office is housed in the old Land Settlement Department buildings on the other side of the road. This arrangement, besides causing delay and lack of adequate supervision, involves the employment of more staff than is necessary. It should be possible to accommodate a reduced staff in the Library.

1098. *Assistant Librarians—3.*—The Select Committee of the State Council had allowed the present number. The Ministry of Education has referred to us an application from the Museum Committee to increase this strength by one. We regret that we have not been convinced of the necessity for this addition. In fact, considering the size of the Library and the extent of use made of it by the public, even the present number of assistants should be capable of reduction, but we have refrained from recommending any such reduction for the reason, first, that it was reported that cataloguing work was in arrears and, second, that we propose a reduction in the number of clerks, which would add to the work of the Assistant Librarians.

1099. *Clerical Staff—2 Class II. and 2 Class III.*—The Director of the Museum agreed that, with the transfer of the General Office to a place under the immediate supervision of the Secretary and Librarian, there would be no necessity for a Chief Clerk. If, as indicated in the previous paragraph, the Assistant Librarians take over additional work, *e.g.*, the clerical duties in connection with Publications, Indents, &c., it should be possible for a Class III. clerk to do all the Accounting and Establishment work of the office under the supervision of the Secretary while a typist-clerk attends to typing and miscellaneous clerical duties. Thus the new post of Class II. clerk provided for in the 1938-39 Estimates as well as that of the Chief Clerk could be suppressed.

1100. *Taxidermists—3.*—The Director agreed to the reduction of one post of Taxidermist.

1101. *Draughtsman.—1.*—The Director has agreed to release the Draughtsman, if he gets the services of a photographer. The retrenched Taxidermist, whom it is not possible to employ elsewhere and who is reported to be a capable photographer, may be retained in that capacity in place of the Draughtsman.

1102. *Laboratory Assistants—2.*—As the Fisheries work will be separated entirely from that of the Museum, the Director is prepared to work with 2 Assistants in Grade III. The Grade II. officer may be transferred as soon as a job can be found for him elsewhere and his place taken by a Grade III. officer.

1103. *Preparation Assistants—2.*—The Director has suggested that one of the Assistants may be released. We agree.

1104. *Collectors—5.*—The Director is prepared to release one Collector. He thinks that the Fisheries Department is likely to require the services of one, and if that is so, he would suggest the transfer of his senior Collector to that Department.

1105. *Minor Staff.*—With the transfer of the General Office to the Museum building, one peon from the office can be released, as it would not then be necessary for peons to go on errands to and from the buildings on either side of the road.

1106. *Museum Zoo.*—We have examined the suggestion that the collection of live animals in the Museum Zoo should be transferred to the Dehiwala Zoo. The annual cost of this section of the Museum is about Rs. 5,000. The Director maintained that this was one of his most popular and instructive sectional exhibits and was, therefore, opposed to the suggested transfer. We do not recommend the transfer. It seems to be desirable to maintain a small collection of live local animals and birds at the Museum in order to make the exhibits more comprehensive.

1107. *Travelling (Sub-head 2)—Rs. 4,300.*—The Director has suggested a reduction of Rs. 500 under this sub-head irrespective of any reduction on account of our general recommendation that the travelling rates should be reduced.

1108. *Library (Sub-head 4)—Rs. 10,000.*—The Director was of opinion that the whole provision under this sub-head should stand but that the provision under sub-head 15 (Rs. 1,220) might be deleted if the Treasury would permit him to charge to sub-head 4 the expenditure he might incur on account of services specified under sub-head 15. Without interfering with sub-head 15, we proposed that, considering the annual expenditure in the past under sub-head 4, the vote of Rs. 10,000 might be reduced to Rs. 8,500. The Director agreed to this proposal.

1109. *Purchase and Preparation of Exhibits (Sub-head 5)—Rs. 6,000.*—The Director has agreed to the reduction of this vote to Rs. 5,500.

1110. *Maintenance of Museum Grounds (Sub-head 7)—Rs. 1,000.*—The Director has suggested a reduction of Rs. 250 under this sub-head. We agree.

1111. *Museum Show Cases and Cages for Live Animals (Sub-head 9)—Rs. 5,000.*—The cost of Museum show cases (Rs. 2,500) and cages for live animals (Rs. 1,000), which was shown in previous Estimates as Special Expenditure, has been included in the recurrent expenditure under this sub-head in the

1938-39 Estimates. The Director has, however, agreed to a reduction of Rs. 2,500. The total expenditure under this sub-head should, therefore, be restricted to Rs. 2,500. In future years items of Special Expenditure should be shown separately in the Estimates.

1112. *Expenses of the Ethnological Survey (Sub-head 13)*—Rs. 2,700.—The Director has suggested a reduction of Rs. 500, which we accept.

1113. *Museum Post Cards (Sub-head 14)*—Rs. 750.—As post cards illustrating 100 objects have already been made, the Director has suggested the deletion of this provision. We agree.

1114. *Savings*.—The reductions recommended by us are estimated to produce the following savings:—

Personal Emoluments.—

	Rs.	Rs.
Salaries :		
2 Clerks, Class II.	3,720	
1 Taxidermist	840	
Difference between the salaries of 1 Draughtsman and 1 Photographer who is to replace the Draughtsman . .	1,470	
Difference between the salaries of a Grade II. and Grade III. Laboratory Assistant	1,074	
1 Preparation Assistant	840	
1 Peon	372	
1 Collector of Specimens	750	
	9,066	
Allowances :		
Rent allowance	900	
Allowance to Clerk for work in connection with the publi- cation of "The Ceylon Journal of Science" (details of which appear in our Report on Salaries, Allowances, &c.)	120	
	1,020	
Other Charges. —		
Sub-head 2, Travelling	500	
Sub-head 4, Library	1,500	
Sub-head 5, Purchase and preparation of Exhibits . .	500	
Sub-head 7, Maintenance of Museum Grounds . . .	250	
Sub-head 9, Museum Show Cases, &c.	2,500	
Sub-head 13, Expenses of the Ethnological Survey . .	500	
Sub-head 14, Museum Post Cards	750	
	6,500	
	16,586	

Summary of Savings.

1115. The following is a summary of savings effected in the Departments under the Executive Committee for Education:—

	Rs.
Education Department	130,237
University College	25,980
Archaeological Department	49,097
Museum	16,586
	221,900

CHAPTER XIII.

THE COMMITTEE FOR COMMUNICATIONS AND WORKS.

1116. The following is a comparative statement of the expenditure of all the departments under the Committee of Communications and Works in 1931-32 and 1937-38:—

	Expenditure in 1931-32.			Expenditure in 1937-38.		
	Personal Emoluments Rs.	Other Charges. Rs.	Totals. Rs.	Personal Emoluments. Rs.	Other Charges. Rs.	Totals. Rs.
Minister of Communications and Works	33,498..	596..	34,094..	43,824..	2,066..	45,890
Colombo Port Commission	969,253..	1,754,419..	2,723,672..	956,727..	2,025,436..	2,982,163
Ports other than Colombo	35,792..	28,153..	63,945..	30,038..	34,876..	64,914
Post Office and Telegraphs	4,671,782..	2,044,778..	6,716,560..	4,976,498..	2,518,201..	7,494,699
Public Works Department	1,956,981..	185,159..	2,142,140..	1,801,487..	229,905..	2,032,392
Public Works Annually Recurrent	—..	4,850,200..	4,850,200..	—..	5,104,564..	5,104,564
Public Works Extraordinary	—..	1,157,549..	1,157,549..	—..	2,920,741..	2,920,741
Railway Department (Loss on working)	—..	—..	—..	—..	4,139,532..	4,139,532
Electrical Installations in Government Buildings	—..	—..	—..	—..	472,838..	472,838
	7,667,906	10,020,864	17,688,160	7,808,574	17,436,959	25,247,533
Less the items for Railway Department and Electrical Installations	—..	—..	—..	—..	4,612,370..	4,612,370
	—	—	—	—	12,826,589	20,635,163

The 1937-38 expenditure of the departments under the Minister of Communications and Works (excluding the expenditure on the Railway Department and Electrical Installations) shows a net increase of Rs. 2,947,003 over the expenditure in 1931-32; of this increase Rs. 141,268 is due to increase in Personal Emoluments and the balance Rs. 2,805,735 to increase in Other Charges. The increases in Personal Emoluments have occurred in the Office of the Minister and the Post and Telegraph Departments, and are due to normal increments to officers and increases in cadre in these departments, which are dealt with under their respective Heads of Expenditure. These increases have been off-set to some extent by the reduction in expenditure on Personal Emoluments which have taken place in the Colombo Port Commission, Ports other than Colombo, and the Public Works Department. The increase in expenditure on Other Charges is due mainly to the inclusion under this Ministry of two Heads of Expenditure, viz.:—Railway (Loss on working) and Electrical Installations in Government Buildings—which did not appear in 1931-32. A part of the increase is also due to the increase in expenditure on Public Works Extraordinary, and Public Works Annually Recurrent, and to increases in expenditure on development works in the Port and the Post and Telegraph Departments.

Head 72.—Minister for Communications and Works.

1117. The following is a comparative statement of the expenditure under this Head from 1931-32 to 1938-39:—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32 ..	33,498 ..	596 ..	34,094
1932-33 ..	34,873 ..	285 ..	35,158
1933-34 ..	33,752 ..	507 ..	34,259
1934-35 ..	49,269 ..	938 ..	50,207
1935-36 ..	42,460 ..	261 ..	42,721
1936-37 ..	40,457 ..	1,866 ..	42,323
1937-38 ..	43,824 ..	2,066 ..	45,890
1938-39 (Estimated) ..	46,632 ..	3,050 ..	49,682

1118. The staff provided for in the 1938-39 Estimates for the Office of the Secretary to the Minister for Communications and Works is:—

Secretary, Civil Service, Class II.	..	..	1
Assistant Secretary, Civil Service, Class II.	..	..	1
Clerks:			
Class II.	..	..	2
Class III.	..	..	3
			—
Stenographer	..	..	1
Peons	..	..	2
Office Labourer	..	..	1

It is proposed that one of the Secretaries should be appointed Deputy Director of Civil Aviation in addition to his own duties.

The Secretary has reported that no reduction in staff is possible. We accept this view.

Head 73.—Colombo Port Commission.

1119. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal Emoluments.	Other Charges.	Total.
	Rs.	Rs.	Rs.
1931-32	969,253	1,754,419	2,723,672
1932-33	892,311	1,418,434	2,310,745
1933-34	864,626	1,511,776	2,376,402
1934-35	887,398	1,654,536	2,541,934
1935-36	910,387	1,849,754	2,760,141
1936-37	935,793	1,915,929	2,851,722
1937-38	956,727	2,025,436	2,982,163
1938-39 (Estimated)	948,737	2,159,938	3,108,675

The revenue derived by the Department from Port, Harbour, Wharf, Warehouse and other dues during this period and credited to General Revenue is as follows:—

	Rs.		Rs.
1931-32	5,444,21	1935-36	5,497,913
1932-33	4,939,237	1936-37	5,948,375
1933-34	5,487,557	1937-38	6,303,898
1934-35	5,720,755	1938-39 (Estimated)	6,285,500

1120. *Staff.*—The staff as shown in the Estimates for 1938-39 compared with the recommendations of the Select Committee (Sessional Paper XXVIII. of 1935) is as follows:—

	1938-39. Estimates.	Select Committee.	Excess.	Shortage.
Posts.				
General Administration :				
Secretary	1	1	—	—
Assistant Secretary	1	1	—	—
Accountant	1	1	—	—
Assistant Accountant	1	1	—	—
Clerks, General Clerical Service :				
Class I.	2	1	—	—
Class II.	14	8	—	—
Class III.	16	13	—	—
Clerks, Railway Clerical Service	—	6	—	—
	32	28	4	—
Shroff	1	1	—	—
Assistant Shroffs	2	1	1	—
Invoice Clerk	1	1	—	—
Stenographer	1	1	—	—
Bookbinder	1	1	—	—
Bicycle Orderlies	2	2	—	—
Peons	5	4	1	—
Messengers	2	2	—	—
Office Labourer	1	1	—	—
Granaries :				
Overseer	1	1	—	—
Head Watcher	1	1	—	—
Watchers	7	5	2	—
Master Attendant's Department :				
Master Attendant	1	1	—	—
Deputy Master Attendant	1	1	—	—
Pilots	12	12	—	—
Head Signaller	1	1	—	—
Leading Signallers	2	—	2	—
Signallers	7	9	—	2
Telephone Clerks	3	3	—	—
Boat House Superintendent	1	—	1	—
Clerk and Timekeeper	—	1	—	1
Head Serang	1	1	—	—
Leading Serang	1	1	—	—
Serang	1	1	—	—
Head Coxswain	1	1	—	—
Coxswains	17	13	4	—

Posts.	1938-39 Estimates.	Select Committee.	Excess.	Shortage.
Tugs :				
Masters	3	3	—	—
Second Masters	3	3	—	—
Serangs	6	6	—	—
Succanics	12	12	—	—
Lascars	28	28	—	—
Stewards	3	3	—	—
Cooks	3	3	—	—
Mess Attendants	2	2	—	—
Colombo Lights :				
Lightkeepers	11	11	—	—
Harbour Engineer's Department :				
Harbour Engineer	1	1	—	—
Chief Assistant Harbour Engineer	1	1	—	—
First Assistant Harbour Engineer	1	1	—	—
Second Assistant Harbour Engineer	1	1	—	—
Extra Assistant Engineer	1	1	—	—
Mechanical Superintendent	1	1	—	—
Deputy Mechanical Superintendent	1	1	—	—
Electrical Engineer	1	—	1	—
Docking and Slipping Master	1	1	—	—
Assistant Docking and Slipping Master	1	1	—	—
Second Assistant Docking and Slipping Master	1	1	—	—
Engineer, Graving Dock and Patent Slip	1	—	1	—
Foreman, Graving Dock and Patent Slip	—	1	—	1
Foremen :				
Oil Facilities	6	6	—	—
Harbour				
Platelayer				
Mechanical Foreman				
Assistant Mechanical Foreman				
Boiler Smith and Ship Repairer				
Building Supervisor and Foreman of Carpenter Shop	1	1	—	—
Trains and Goods Officer	1	1	—	—
Clerks, Harbour Engineer's Clerical Service :				
Class I, Grade I	3	4	—	—
Grade II	5	4	—	—
Class II	34	22	—	—
—————	42	30	12	—
Navigating Master of Dredger	1	1	—	—
First Engineer and Dredging Master	1	1	—	—
Second Engineer of Dredger	1	1	—	—
Master of Barges	1	—	1	—
Divers	3	3	—	—
Engineer of Tugs	7	7	—	—
Drivers	15	15	—	—
Greasers and Firemen	51	51	—	—
Boatmen of Port Health Officer's Launch	2	2	—	—
Draughtsmen :				
Class I.	1	—	—	—
Class II.	3	—	—	—
—————	4	4	—	—
Surveyors :				
Grade I.	1	—	—	—
Grade II.	2	—	—	—
—————	3	2	1*	—
Electrician	1	1	—	—
Apothecary	1	1	—	—
Counterman	1	1	—	—
Sanitary Inspector	1	1	—	—
Checker	1	1	—	—
Bookbinder	1	1	—	—
Peons	4	4	—	—
Messengers	2	2	—	—
Bicycle Orderly	1	1	—	—
Cranes Inspector (Daily-paid)	1	1	—	—
Daily-paid clerks	4	18	—	14
Daily-paid messengers	2	2	—	—

* Temporary.

General Administration.

1121. It will be observed that the following increases in staff have taken place since the Select Committee recommendations were made:—

Clerks	..	..	..	..	4
Assistant Shroff	..	..	..	..	1
Peon	..	..	..	..	1
Watchers (Granaries)	..	..	..	..	2

1122. *Clerical Staff.*—The Chairman of the Colombo Port Commission has agreed to the release of 2 clerks in Class III. and to the replacement of a clerk in Class II. by one in Class III.

He has also agreed to centralize the stores accounting at the Harbour Works Stores and thus release 1 clerk in Class II., 1 clerk in Class I. of the Harbour Engineer's Clerical Service and 1 daily-paid clerk.

We recommend these reductions which would reduce the number of the clerks in the General Clerical Service employed in the Colombo Port Commission to 29 made up as follows:—

Class I.	..	..	..	..	2*
Class II.	..	..	..	..	12
Class III.	..	..	..	..	15
					29

1123. *Minor Employees.*—We recommend the release of one peon and one messenger to which the Chairman has agreed.

1124. *Assistant Accountant.*—The duties of this officer are mostly of a routine nature. We consider that these duties could be carried out satisfactorily by a senior officer of the Clerical Service with accounting experience. The Chairman, Colombo Port Commission, has agreed. We recommend that steps be taken to give effect to this proposal.

The Master Attendant's Department.

1125. The increase in the staff of the Master Attendant's Department since the Select Committee's report has been only in respect of Coxswains, whose number has gone up from 13 to 17.

We discussed the organization of the Department with the Chairman, Colombo Port Commission, and it was agreed that:—

- (i.) The number of Pilots in Colombo could be reduced from 12 to 11 in the course of next year on the occurrence of a vacancy.
- (ii.) The number of Signallers could be reduced from 10 to 9 if the practice of hoisting Ships' House Flags is discontinued; or, alternatively, if the practice is to be continued, a charge should be made to the various Shipping Agents for this service.

The Harbour Engineer's Department.

1126. The differences in the establishment of this Department between the Select Committee recommendations and the provision in the 1938-39 Estimates are:—

Excesses :					
Electrical Engineer	..	..	..	..	1
Clerks, Harbour Engineer's Clerical Service	..	..	..	..	12
Master of Barges	..	..	..	..	1
Surveyor (temporary)	..	..	..	..	1
Shortages :					
Daily-paid clerks	..	..	..	..	14

1127. *Electrical Engineer.*—Provision was made for an Electrical Engineer in 1937-38 Estimates and was repeated in the current year's Estimates. No appointment has yet been made to this post for the reason, we understand, that the

* To be increased to 3 when the post of Assistant Accountant is suppressed.

Department is of the opinion that there is no suitable candidate in Ceylon who can take charge of the Electrical Branch without further training. A Departmental Committee has made certain proposals for the training of a suitable candidate. There seems, however, to be some difference of opinion as regards the necessity for training and for the appointment of an experienced Senior Engineer as a temporary measure to conduct this training. To express any definite opinion on this question we should have to enter into a discussion of the personal merits of available candidates—a course of procedure which we do not consider desirable to adopt. We are of the opinion that, whatever temporary arrangement may be deemed necessary in case it is decided that a suitable candidate is not available, only one post of Electrical Engineer should remain on the permanent cadre of the Department.

1128. *Clerks*.—Against the excess of 12 clerks there is a reduction of 14 daily-paid clerks. As a result of the centralization of the Stores Accounting, the Chairman has agreed to reduce the existing staff by 1 clerk in Class I. and 1 daily-paid clerk. The reduced staff would then consist of the following:—

Harbour Engineer's Clerical Service :			
Class I., Grade I.	..	..	2
Grade II.	..	..	5
Class II.	..	..	34
			<hr/>
			41
Daily-paid Clerks	..	..	3
			<hr/>
			44
			<hr/>

1129. *Draughtsmen*.—The Chairman, Colombo Port Commission, stated that it may be found necessary to increase the number of monthly paid draughtsmen by one in the course of the next financial year. In this case, one of the present pupil draughtsmen should be appointed to that post on a temporary basis and on daily pay. The vacancy in the grade of pupil draughtsman should not be filled.

1130. *Savings*.—The savings that would result from the recommendations contained in the foregoing paragraphs are estimated at Rs. 20,378 arrived at as follows:—

Personal Emoluments.—

Salaries :				Rs.
General Administration—				
Difference between the salary of an Assistant Accountant and Clerk in Class I., say	..	..	Rs. ..	1,000
2 Clerks in Class II.	..	..	3,168	
1 Clerk in Class III.	..	..	840	
			<hr/>	4,008
1 Peon	..	..	..	360
1 Messenger	..	..	..	270
Master Attendant's Department—				
1 Pilot	..	..	..	10,500
1 Signaller	..	..	..	720
Harbour Engineer's Department—				
1 Clerk, Class I., Grade I.	..	..	..	2,980
1 Daily-paid Clerk	..	..	..	540
				<hr/>
				20,378
Allowances :				
Rent allowance (approximate)	..	..	2,000	
Allowance to Chief Clerk as Supervisor of Chalmers Granaries and Manning Market (details appear in our Report on Salaries, Allowances, &c.)	..	..	240	
			<hr/>	2,240
				<hr/>
				22,618
				<hr/>

Head 74.—Ports other than Colombo.

1131. The annual expenditure under this Head since 1931-32 has been as follows :—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total. Rs.
1931-32	35,792 ..	28,153 ..	63,945
1932-33	43,303 ..	19,629 ..	62,932
1933-34	28,719 ..	10,025 ..	38,744
1934-35	29,206 ..	11,100 ..	40,306
1935-36	28,439 ..	11,142 ..	39,581
1936-37	29,941 ..	39,011 ..	68,952
1937-38	30,038 ..	34,676 ..	64,714
1938-39 (Estimated) ..	31,427 ..	12,425 ..	43,852

The decrease in expenditure in 1933-34 is due to the fact that from that year the expenditure on "Coast Lights", which was previously met from "Ports other than Colombo" was met from a separate vote "Coast Lights", provided under the Chief Secretary. The rise in expenditure in 1936-37 and 1937-38 is due chiefly to improvements to the Galle Harbour, on which approximately Rs. 57,000 was spent during these years.

1132. The Select Committee of the State Council in Sessional Paper XXVIII of 1935 did not propose any change in the 1934-35 establishment provided for "Ports other than Colombo". We give below the establishment as provided in the 1938-39 Estimates and that in 1934-35, which was approved by the Select Committee:—

	1938-39 Estimates.	Select Committee.
Assistant Master Attendant and Pilot	1 ..	1
Signallers	2 ..	2
Clerk (General Clerical Service) Class III.	1 ..	1
Carpenter and Blacksmith	1 ..	1
Serang	1 ..	1
Coxswains (on daily pay)	4 ..	2
Boatmen	1 ..	2
Boatmen (on daily pay)	21 ..	21
Peon	1 ..	1
Messenger	1 ..	1
Tindal (on daily pay)	— ..	1
Blacksmith's mate (on daily pay)	1 ..	1
Drivers of Pilot Launch	2 ..	—

1133. It will be observed that the 1938-39 Establishment differs from that approved by the Select Committee in the following respects:—

- (i.) The number of Coxswains on daily pay has been increased from 2 to 4.
- (ii.) The number of monthly paid Boatmen has been reduced by one.
- (iii.) The post of Tindal on daily pay has been abolished.
- (iv.) Two new posts of Drivers of Pilot Launch have been created.

1134. The increase in the number of Coxswains on daily pay is set off by the reduction in the number of boatmen and the abolition of the post of Tindal. The net increase on the establishment recommended by the Select Committee is the appointment of the two Drivers for the Pilot Launch. No Pilot Launch existed at the time the establishment was examined by the Select Committee. A Pilot Launch at Galle is considered necessary, and the two drivers are required to man it. We do not, therefore, recommend any reduction in the establishment provided in the 1938-39 Estimates under this Head.

Head 75.—Post Office and Telegraphs.

1135. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39.—

	Personal Emoluments. Rs.	Other Charges. Rs.	Total Rs.
1931-32 ..	4,671,782 ..	2,044,778 ..	6,716,560
1932-33 ..	4,480,264 ..	1,889,664 ..	6,369,928
1933-34 ..	4,442,224 ..	2,075,452 ..	6,517,676
1934-35 ..	4,592,080 ..	1,969,117 ..	6,561,197
1935-36 ..	4,745,220 ..	2,170,765 ..	6,915,985
1936-37 ..	4,854,347 ..	2,197,029 ..	7,051,376
1937-38 ..	4,976,498 ..	2,518,201 ..	7,494,699
1938-39 (Estimated) ..	4,998,593 ..	2,815,816 ..	7,814,409

Organization.

1136. This Department is divided into four sub-Departments:—

- (1) *The Postal Branch.*—In the charge of the Assistant Postmaster-General who is also the Administrative Secretary of the whole Department.
- (2) *The Accounting Branch.*—In the charge of the Accountant who is an officer in Class II. of the Accountants' Scheme.
- (3) *The Telecommunication Traffic Branch.*—In the charge of the Superintendent of Telecommunication Traffic.
- (4) *The Telecommunication Engineering Branch.*—In the charge of the Chief Telecommunication Engineer.

The Postal Branch.

1137. *The Assistant Postmaster-General.*—He is the Head of the Postal Branch and acts as the Administrative Secretary of the whole Department. This Branch is further sub-divided into:—

- (a) The Administrative Section: In the charge of the Office Assistant.
- (b) The Mails Section: In the charge of the Superintendent of Mails.
- (c) The Equipment Section: In the charge of the Superintendent of Equipment Section.

1138. *The Office Assistant.*—The Office Assistant is an executive officer. His predecessors in office were known as second Assistant Postmaster-General and later as "Assistant, Post and Telegraphs Department". His duties cover all matters relating to recruitment, appointments, transfers, leave, dismissals, resignations, retirements, pensions, gratuities, &c., as well as the control of the Publications and Typing Sections and the Record Room. Prior to the creation of the post of Superintendent of Equipment Section, the Office Assistant was in charge of the major portion of the duties now assigned to the latter. Under our proposals—*vide* paragraph 1140—the Office Assistant will take back these duties and the post of Superintendent of Equipment Section will be abolished.

1139. *The Superintendent of Mails.*—The post was created in 1909. The duties of this office cover all matters relating to Inland and Foreign mails, their circulation, leases, contracts, Inland, Foreign and Travelling Post Office services. The post is an important one and must be retained.

1140. *The Superintendent of Equipment Section.*—The post was created in 1926 with the designation "Additional Superintendent of Mails". In 1937 the designation was changed to Superintendent of Equipment Section. This officer is responsible for all matters relating to buildings, leases, equipment, investigations, sub-post offices, receiving offices, the Returned Letter Office and the uniformed staff. The preliminary inquiries relating to these subjects are initiated and conducted by the Divisional Superintendents. If the Divisional Superintendents are vested with slightly greater responsibilities and placed under the general control of the Office Assistant and the Superintendent of Mails, the post of Superintendent

of Equipment Section will be superfluous. The Acting Postmaster-General agreed with us that the post should be suppressed when the present holder vacates it.

1141. *The Divisional Scheme*.—The Island is divided into three postal areas, viz., the Central, the Northern and the Southern, each in the charge of a Divisional Superintendent stationed at Kandy, Kurunegala and Kalutara respectively. These Divisional Offices were established in 1928 and were intended to relieve the work at the Colombo Headquarters by delegating to a minor grade of staff officer some of its own routine executive work. The Divisional Officers also took over the inspection of the larger post offices previously carried out by District Inspectors.

1142. During the ten years these Divisional Offices have existed, the tendency has been to restrict the powers and responsibilities of the Superintendents rather than to extend them as was originally intended. This has led to some duplication of work—the work done at a Divisional Office being reviewed at the Colombo Head Office. We are informed that the Divisional Superintendents, not being in touch with the policy of Headquarters, have not infrequently been reluctant to exercise to the full the authority delegated to them and have found it more expedient to submit papers to Colombo for decision. A further weakness in the scheme is reported to be the tendency of the public and the staff to refuse to accept the decisions given by the Divisional Officers and to make further appeals to Headquarters. We therefore feel that the concentration of the Divisional Superintendents in Colombo and the delegation to them of the Postmaster General's authority in certain routine matters would facilitate work and, at the same time, achieve economy without loss of efficiency. The saving in staff effected by the abolition of the Divisional Offices is shown in paragraph 1170.

1143. The main objection to our proposal is the possibility that the withdrawal of the Divisional Superintendents from their respective districts might tend to make them lose the first-hand knowledge of local conditions, which it is essential that they should possess. We understand that this is also the view of the permanent Head of the Department who was on leave at the time of our discussions. In view, however, of the advantages mentioned in the preceding paragraph and the greater facilities for travelling now available, we consider that the Department would profit by attaching the Divisional Officers to the Head Office. It is desirable, however, that the amount of travelling which they will be called upon to perform should not be restricted in any way. In view of the anticipated reduction in work and the grant of increased powers to the Inspectorate, which are dealt with in a later paragraph, the question of the reduction in the number of Divisional Superintendents was considered and it was agreed that the existing number should be retained for the present but that the matter should be reviewed three years after our proposal is put into effect.

1144. *Inspectorate*.—There are 2 Investigating Inspectors for the investigation of serious complaints and irregularities and 6 Inspectors for the inspection of post offices, the investigation of minor complaints and the revision of postal deliveries, &c. The present method of carrying out investigations and inspections by two separate sets of officers results not only in the overlapping of duties but also, in the case of Inspectors, in administrative difficulties owing to the fact that they have to revert to their substantive appointments as Postmasters and Signallers after two years' service as Inspectors. It would be more satisfactory and economical if all Inspectors were of the same status and not liable to revert. Inspectorships should be permanent appointments in a separate class and should normally be filled by the promotion of officers of more than average promise without regard solely to seniority. The Acting Postmaster-General agreed with us that, with the elimination of the present duplication of inquiry work, a total of 6 officers will suffice provided that 3 officers are placed in Special Class, Grade I., and the other 3 in Special Class, Grade II., and that the 6 Inspecting Officers possess co-equal powers and responsibility. We understand that, with the reduction in the number of the Inspector grade, the senior Supervising Officers attached to special class post offices may have to take up the inspection of surrounding small post offices. We see no objection to this procedure.

The Accounting Branch.

1145. *The Accountant* is the Head of the Branch and has under him four Assistants. He is an Officer in Class II. of the Accountants' Scheme and acts as the financial adviser to the Postmaster-General.

1146. *The 1st Assistant Accountant*.—This post was created in 1901. This officer is in charge of the main stock of stamps and is responsible for all daily collections.

1147. *The 2nd Assistant Accountant* is in charge of the Post Office Savings Bank.

1148. *The 3rd Assistant Accountant* is in charge of the Money Order, Postal Order and Savings Certificates Sections.

1149. *The 4th Assistant Accountant*.—The post was created in 1937. It was intended that the officer should take charge of the sections dealing with the Savings Certificates and Commercial Accounts and act for the other Accountants. This post was until recently held by an acting officer who is a member of the Special Class of the Postal Clerical Service. The Acting Postmaster-General agreed with our suggestion that this post could be suppressed by a re-arrangement of duties among the Accountants and has already given effect to it. If, however, the work in the Accounting Branch materially increases as a result of the maturity, five years hence, of the first issue of the Savings Certificates, the question of the revival of this post may be considered.

The Telecommunication Traffic Branch.

1150. There are two staff posts in this Branch—the Superintendent and the Assistant Superintendent of Telecommunication Traffic. The Branch deals with the commercial and traffic sides of the telegraph, telephone and wireless services, and has had two staff officers since its inception. As the work of the Branch is at present heavy in view of the conversion of the Colombo telephone system to automatic working, the introduction of message fees and new tariffs and the conversion of morse to telephone and machine telegraphs, we do not propose any reduction in the number of staff posts.

The Engineering Branch.

1151. The strength of the Engineering staff as shown in the Estimates for 1938-39 compared with that approved by the Select Committee of the State Council (Sessional Paper XXVIII.—1935) is as follows:—

	Estimates 1938-39.	Sessional Paper XXVIII.-1935.
Chief Telecommunication Engineer ..	1	1
Assistant Chief Telecommunication Engineer ..	1	1
Divisional Engineers ..	4	4
Engineers ..	3	3
Assistant Engineers ..	5	3

There are, in addition, 3 Engineering scholars in training in England, one of whom, we understand, has already been transferred to the Railway Department. Of the remaining two scholars one has recently returned and the other is due back in Ceylon in 1940.

1152. The work of this Branch includes:—

- (a) The design, construction and maintenance of lines and apparatus relating to telegraphs and telephones.
- (b) Radio and broadcasting services.
- (c) Electrical installations of Post Office buildings.
- (d) Workshops and stores.
- (e) Railway electrical signals, safety apparatus, &c.

In the recent past this Branch has had to cope with a large programme of development works most of which will have been completed by the end of July, 1939, and further development works are, we understand, under contemplation.

1153. *The Assistant Chief Telecommunication Engineer.*—This officer, who is the general assistant to the Chief Telecommunication Engineer, deals with all administrative matters of the technical staff and has the control of the Drawing Office, Workshops, Stores, &c. The Acting Postmaster-General and the Chief Engineer agreed with us that the post of Assistant Chief Engineer can be suppressed when the present holder vacates it, by distributing the work now done by him among the Divisional Engineers and the two Special Class clerks who are in charge of the administrative and accounting sections.

1154. *Divisional Engineers.*—For purposes of administration the Island is divided into three divisions, each in the charge of a Divisional Engineer who is responsible for the maintenance of all plant and the execution of all works within his division and also co-ordinates the work throughout the Island of one or more special branches of Telecommunication Engineering. The fourth Divisional Engineer is in charge of the radio and power division. We felt that there was some overlapping of functions in this arrangement and put to the Chief Engineer the suggestion that he should devise a re-distribution of duties which would result in economy and greater efficiency. After discussion with the Acting Postmaster-General and the Chief Engineer, it was agreed that the normal work of this Branch could be carried out under the direction of 3 Divisional Engineers, who should, in future, be designated Superintending Engineers. We would, however, leave it to the Postmaster-General to distribute the work among these 3 officers.

1155. *Engineers and Assistant Engineers.*—There are 3 Engineers and 5 Assistant Engineers shown in the Estimates for 1938-39. Two vacancies remain unfilled. We consider that the existing total number of 6 officers, though perhaps found necessary in the past, is excessive for the ordinary maintenance and normal development work of the Branch. After discussion the Acting Postmaster-General and the Chief Telecommunication Engineer agreed with us that, for maintenance requirements and normal developments, after the extraordinary development work now in progress has ceased, a cadre of 4 Engineers would suffice. It is suggested that 3 of these Engineers should be placed in charge of the executive work of the 3 divisions and the fourth should be available for work in any division or under any Superintending Engineer, but the Chief Telecommunication Engineer wishes to have further time for consideration of the departmental organization to be adopted with the reduction in staff. It was further agreed that the cadre should include a Probationary Engineer who would ordinarily be appointed in anticipation of a vacancy in the grade of Engineer.

It will be noted that under the above recommendations, the grade of Assistant Engineer will disappear but we would propose that the salary scale of the Engineers should, in future, be a combined scale starting from the minimum of the Assistant Engineers' scale to the maximum of the Engineers'.

1156. We further agreed with the Acting Postmaster-General that the removal of surplus Engineers in this Branch will not take place till the end of 1939. The Engineers on the permanent cadre will be carried by the Department until vacancies occur, unless they can be suitably employed in other Departments.

1157. *The Superintendent, Broadcasting Station.*—This post was created in 1937 and the officer holding it is on a two year agreement from August 2, 1937. As the Broadcasting Service is growing in importance, we have agreed with the Acting Postmaster-General that the post should be retained.

The Subordinate Staff of the Department.

1158. The subordinate staff of the Department consists of four principal services, viz. :—

- (1) The Postmasters and Signallers' Service.
- (2) The Postal Clerical Service.
- (3) The Female Telephone Operating Staff.
- (4) The Engineering Grades.

The Postmasters and Signallers' Service.

1159. The Postmasters and Signallers' Service comprises three established grades:—

- (1) Postmasters and Signallers,
- (2) Local Postmasters and,
- (3) Local Assistants.

Postmasters and Signallers are recruited through a special open competitive examination among candidates possessing a specified minimum educational qualification. Selected candidates are recruited as Learners and are required to undergo a period of six months' training in the Departmental School during which time they are paid allowances based on attendance.

Local Postmasters are recruited by means of a departmental examination restricted to residents within a specified radius of the place at which the appointment is to be made. A Local Postmaster is not normally transferable. A period of training at the nearest post office is arranged for recruits. Local Postmasters are in charge of small post offices where there is no morse working.

Local Assistants are recruited by means of a Departmental examination restricted to residents within a specified radius of the stations at which the appointments are to be made. They are trained at the Departmental School and at the post offices for which they are recruited. They are regarded as non-transferable.

The Sub-post Office Schemes.

1160. Before determining the cadre of the Postmasters and Signallers' Service, it is necessary to examine the question of converting some of the minor post offices into sub-post offices. Post offices are divided into four classes:—

- (1) A post office where the officer in charge is a member of the grade of Postmaster and Signaller.
- (2) A post office where the officer in charge is a Local Postmaster.
- (3) A sub-post office in charge of an officer appointed on contract and paid according to the volume of business handled on a 'unit' scale: a sub-postmaster provides his own accommodation and deals with specified classes of business within fixed limits.
- (4) A receiving office.

Note.—For purposes of convenience classes 1 and 2 will be referred to as 'post office' and 'local post office' respectively.

There are to-day 235 post offices and local post offices, 219 sub-post offices and 485 receiving offices. Post offices and local post offices afford identically the same facilities to the public, the only difference being in the type of the officer in charge.

1161. An examination of 60 small post offices shows that the average cost of a 'one-man' post office including rent of building, salary of Postmaster at mean of scale, lighting, &c., is Rs. 2,254.50 per annum, excluding pension liability, conservancy charges, uniform staff, &c.: the average cost of a local post office is Rs. 1,574.50 per annum excluding pension liability, cost of uniform staff, &c. The average cost of a sub-post office is even less than that of a local post office and there is no liability for pension charges. By the downgrading of the 60 post offices to the status of a sub-post office, the annual cost per office would be approximately Rs. 1,000.

1162. Sub-post offices were first opened in the year 1921, when there were 199 post offices. To-day there are 235 post offices and 219 sub-post offices. Sub-post offices now handle within certain limits practically all classes of postal and telegraph business except insurance. These facilities meet the normal demands of small towns. With a view to removing possible objections to downgrading of the small post offices to sub-post offices, the question of the extension of facilities was discussed and it was agreed that it was desirable that at least at those places where existing post offices are to be downgraded the reduction in the facilities which the public now enjoy should be as little as possible. The

insurance service is one of the facilities not now provided at sub-post offices. There appears to be no reason why Sub-Postmasters should not be allowed to effect insurance business, since they deposit a security of Rs. 1,000 each (maximum) and should be regarded, generally, as being of better status than postmen, who, with a security of Rs. 200, are allowed to take out for delivery letters insured for an amount not exceeding Rs. 250. Moreover, the limit for transaction of postal business at sub-post offices should be made uniform and increased to Rs. 300. At present, the limit for an individual money order transaction issued or paid is Rs. 150 while the maximum amount which a depositor may deposit or withdraw from a Savings Bank account is Rs. 100. The increase of postal business to a uniform limit of Rs. 300 including insurance would remove the main objection to the downgrading of post offices and the extension of the sub-post office system. With the increase in the limits of business it was considered desirable that the maximum security deposited by Sub-Postmasters should be raised from Rs. 1,000 to Rs. 1,500.

1163. *Post Offices to be downgraded.*—The volume of business handled at each post office is measured in terms of 'units'—the unit adopted being a measure of time, viz., one minute. From these units the Department ascertains the staff strength necessary for each post office. According to the latest 'units' statistics, there are 68 offices with staff units under 1. Of these, 8 offices cannot be downgraded owing to the exigencies of the postal service; some, for instance, occupy key positions for mail circulation. Of the remaining 60 offices, the downgrading of 29 must await the conversion of manual telephone operating to automatic working. The conversion is proceeding and is likely to be completed within the next few years. The number of post offices which can be reduced to sub-post offices immediately is therefore 31. The 60 offices which can eventually be downgraded are:—

*Rattota 1939-40	*Kuruwita	Tebuwana
Karainagar	*Wariyola	Divulapitiya
*Katankudi	Madulsima	Kottogoda
*Kosgoda 1940-41	Udugama	*Deltota 1939-40
Magalla	*Mawatagama 1940-41	*Kalkudah 1940-41
Nikaweratiya	Katana	*Panwila 1940-41
*Kadawata 1940-41	Ella	Mahagama
Naula	Morawaka	Ulapane
*Kopay	Ambepussa	*Nakiyadeniya 1939-40
*Urugala 1940-41	*Hakmana	Muttur
*Akuressa	Tissamaharama	Kahatagasdigiya
Rajakadaluwa	Ukuwela	Kaluwanchikudi
*Watagoda	*Bandaragama	Govinna
Rangala	Haldumulla	Elkaduwa
*Kiriella 1939-40	*Puwakpitiya 1940-41	Pungudutivu
*Pannala	*Kamburupitiya	Wellawaya
Pannipitiya	Mirissa	Kalpitiya
Demodera	Heweheta	*Gammaduwa 1940-41
*Gintota	*Kitulgala	Pottuvil
*Katunayake	Mundel	*Namunakula 1939-40

By this process of downgrading, 31 Postmasters and Signallers and 30 Local Postmasters will be released and the total saving is estimated at Rs. 106,596 approximately.

1164. *Allowance to Sub-Postmasters.*—The Acting Postmaster-General reported that difficulty is experienced in attracting a better type of Sub-Postmaster as they are paid on an allowance basis, the allowance being calculated on the volume of business done at the office. These officers have no claim to appointments in the established grades and have no prospects or avenue of promotion. He urged that the present scale of remuneration was inadequate and that a revised scale was essential. In view of the fact that many post offices are to be downgraded to the status of a sub-post office, we agree that a superior type of candidate should be recruited. We shall, however, make our recommendations as regards the revision of these allowances in our Report on Salaries, Allowances, &c.

* Conversion must await change over to automatic working or replacement of morse by telephone. The year in which conversion will take place is shown against certain post offices.

1165. *Disposal of Buildings thrown spare.*—Certain other points arise in connection with the proposal for downgrading. Of the offices marked for downgrading, 51 are housed in buildings rented by Government at a cost of Rs. 23,820 per annum (6 on monthly tenancies and 45 on lease) and the balance 9 in Government buildings. These buildings may be offered to other Government Departments and at places where such buildings are not required by Government, they may be offered on nominal rentals to the Sub-Postmasters to be appointed. The Postmaster-General should take individual cases to the Treasury for decision.

1166. *Upgrading of Sub-Post Offices.*—Under the present rules the conversion of a sub-post office to a post office is considered when the allowance paid to a Sub-Postmaster reaches Rs. 1,200 per annum in town areas and Rs. 900 per annum in rural areas. This is not a hard and fast rule, and there is no reason why upgrading need be considered at any particular point so long as the Sub-Postmaster is willing to carry on with the postal work as in the case of Bambalapitiya where the Sub-Postmistress employs two female assistants.

1167. *Extension of Sub-Post Offices in Colombo.*—We examined the question of the extension of the sub-post office system in Colombo with a view to the downgrading of some of the post offices within the Municipality, but did not consider that it would be practicable to replace any of the existing post offices by sub-post offices at the present time. Future postal development in the city of Colombo should, however, be met by the opening of sub-post offices in preference to new post offices.

Staffing of Post Offices with staff units of 1 and over.

1168. After the downgrading of the offices already referred to has been carried out there will be 175 post offices, including the General Post Office and the Central Telegraph Office. At present these offices are staffed by members of the Special Class and Classes I. and II. of the Postmasters and Signallers' Service, Local Postmasters and Local Assistants.

1169. *Strength of the Postmasters and Signallers' Service.*—We were informed that the effective strength of this service varies slightly from year to year as the staffing of the post offices is departmentally reviewed annually on the basis of the previous year's "units" statistics and adjustments are made where necessary. Promotions to Class I. have also been held up for some time. These factors explain the apparent discrepancy between the strength as shown in the Estimates for 1938-39 and the actual strength now in service.

	Actual strength in Service at Present.	Strength in Estimates 1938-39.	Strength sanctioned by the Select Committee of the State Council in Sessional Paper XXVIII. 1935.
Postmasters and Signallers :			
Special Class ..	11	11	11
Class I. ..	113	125	125
Class II. ..	723	751	754
Local Postmasters ..	48	49	48
Local Assistants ..	152	157	157
	<u>1,047</u>	<u>1,093</u>	<u>1,095</u>

We were informed that the number of officers in Classes I. and II. shown under column 1 (viz. 836) includes a staff of 12 surplus officers who are ordinarily employed in the General Post Office on work which would otherwise have to be performed by payment of overtime fees. These fully trained surplus officers are kept in reserve to meet sudden vacancies in sanctioned posts as it takes about six months to train new recruits in postal and telegraph work. We do not, therefore, propose to interfere with this practice.

The existing effective strength of Postmasters and Signallers is thus:—

Special Class	..	..	..	11
Class I.	..	..	113	
Class II.	..	..	711	
				824
Local Postmasters	..	..	..	48
Local Assistants	..	..	..	152
				<u>1,035</u>

1170. We have had the strength of the Postmasters' grades employed in the Mail Room of the General Post Office, in the Central Telegraph Office and in a large number of post offices at outstations, examined in detail and reproduce below in a tabular form the nett result of the extent of retrenchment possible in the number of posts now filled by them. Proposals for reducing staff at a number of other outstation offices are still under consideration. The Postmaster-General will give effect to whatever economy measures are rendered possible as and when decisions are reached on those proposals. But the following represents all items in respect of which the concurrence of the Acting Postmaster-General was obtained.

	Postmasters and Signallers.		Local.		Number of excess Employees.				
					Local.		Post-masters and Signallers.	Local.	
					Special Class. I. & II.	Post-masters.		Assist-ants.	Post-masters.	Assist-ants.
Present strength of Postmasters and Signallers' Service (<i>vide</i> paragraph 1169)	11	824	48	152	12	—	—		
Less reduction in General Post Office which can be given effect to immediately (<i>vide</i> paragraph 1172)	—	10	—	1	22	—	1		
Balance	11	814	48	151					
Less staff savings when Divisional Superintendents are attached to Colombo and Inspectors force re-organised by the promotion of 5 Postmasters and Signallers to the new Inspector Grade (one filling an existing vacancy) (<i>vide</i> paragraphs 1143 & 1144).	—	12	—	7	29	—	8		
Balance	11	802	48	144					
Less staff adjustment in Central Telegraph Office with change over to automatics. Add 1 Special Class post, reduce Classes I. and II. by 25, increase Local Assistants by 4 and provide 10 spare female telephonists (<i>vide</i> paragraph 1173)	+ 1	25	—	+ 4	53	—	4		
Balance	12	777	48	148					
With change over to automatics 12 Postmasters (Central Telegraph Office) and 3 Local Assistants (Havelock Town) will cease to perform duties as night telephonists (<i>vide</i> paragraph 1173).	—	12	—	3	65	—	7		
Balance	12	765	48	145					
Less staff released when 60 post offices are downgraded as sub-post offices (<i>vide</i> paragraph 1161)	—	31	30	—	96	30	7		
Balance	12	734	18	145					

	Postmasters and Signallers.		Local.		Number of excess Employees.		
	Special Classes Class. I. & II.		Post-masters.	Assist-ants.	Local.		
					Post-masters and Signallers.	Post-masters.	Assist-ants.
Less staff adjustment at Kandy ..	—	2	—	—	98	30	7
Balance ..	12	732	18	145			
Less staff adjustment at Gampola when converted to automatic ..	—	1	—	—	99	30	7
Balance ..	12	731	18	145			
Less staff adjustments at Kalutara and Matugama; 2 Postmasters and Signallers at Kalutara replaced by telephonists; 2 Local Assistants reduced at Matugama ..	—	2	—	2	101	30	9
Balance ..	12	729	18	143			
Less staff adjustment at Panadure; 1 Postmaster replaced by a telephonist ..	—	1	—	—	102	30	9
Balance ..	12	728	18	143			
Less staff adjustment at Moratuwa; 1 Postmaster to be reduced; the question of adding a female telephonist to the staff is under consideration ..	—	1	—	—	103	30	9
Balance ..	12	727	18	143			
			900			142	

Since the above statement was made up we understand that the strength at Mullaittivu has been reduced by 1 Postmaster and Signaller.

1171. Our proposal is that the number of officers of the Postmasters' and Local Assistants' grades provided in the Estimates for 1938-39, viz., 1,093, should be reduced to an established strength of 900, excluding 12 excess officers whom the Department desires to carry at all times to meet sudden vacancies. The eventual distribution of this staff under existing conditions has to be—

Postmasters and Signallers :

Special Class ..	..	..	..	12
Classes I. and II. ..	..	..	..	727
Local Postmasters ..	..	..	..	18
Local Assistants ..	..	..	..	143
				<u>900</u>

Revision of the Staff in the Mail Room, General Post Office, and in the Central Telegraph Office.

1172. *Mail Room, General Post Office.*—The staff employed in this branch is—

Postmasters and Signallers :

Special Class ..	..	..	..	3.
Class I. ..	..	..	..	14
Class II. ..	..	..	..	142
Local Postmasters ..	..	..	..	—
Local Assistants ..	..	..	..	26
				<u>185</u>

It has already been stated in the tabular statement in paragraph 1170 that the Acting Postmaster-General agreed to a reduction of 10 Postmasters and Signallers (these officers to be in Class II.) and 1 Local Assistant.

The reduction includes the replacement of 4 Postmasters by sorting peons to whom the duty of making up bags of ordinary articles of the letter mail has been delegated. No additional peons will be necessary but the men employed on these duties will have to be paid sorting allowance. The scheme, we understand, is a success. The Postmaster-General should now consider the question of extending this scheme to other large post offices where it is practicable.

1173. *Central Telegraph Office.*—The staff employed in this branch is—

Postmasters and Signallers :

Special Class	..	..	..	..	1
Class I.	..	..	..	..	12
Class II.	..	..	..	..	94
Local Postmasters	..	..	..	..	—
Local Assistants	..	..	..	..	10
					<hr/>
					117
					<hr/>

We agreed with the Acting Postmaster-General that the post of Deputy Telegraph Master, which carries much responsibility, should be graded in the Special Class, Grade II. This would increase the Special Class to 12.

With the change over to the automatic telephone system the character of the work in this branch is bound to be altered and the Acting Postmaster-General agreed with us to make the following changes immediately (as indicated in the tabular statement):—

Reduce Class I. by 1 and Class II. by 24.

Add 4 Local Assistants and 10 Female Telephonists.

It is proposed to assign the duty of gumming creed messages in the Central Telegraph Office to girls, replacing Postmasters and Signallers. After the surplus officers have been absorbed, we would suggest that the employment of female operatives should be extended to creed operating, relieving the Postmasters and Signallers who now attend to this work.

Radio Office.—The staff of the Radio Office, Torrington square (1 Class I. and 10 Class II.) and 12 Postmasters and Signallers employed as night telephonists are not included in the above figures of the Central Telegraph Office staff. The 12 Postmasters and Signallers will continue to be employed as night telephonists until the change over to automatics when their services as such will no longer be necessary.

1174. *Classes I. and II.*—Under our proposals the basic staff in Classes I. and II., assuming that the present ratio basis of 1 Class I. to every 6 Class II. posts will be retained, would be Class I. 103 and Class II. 624.

We find that on the basis of the volume of work, on which alone importance should be attached to post offices, there are not so many important posts to which the above number of Class I. officers can be attached. Moreover, since the salaries of Postmasters should bear some relation to the volume of business and the importance of the office, we consider that on the 1937 statistics of business there should be only 33 outstation post offices which should be placed in the charge of Class I. Postmasters, in addition to 42 posts of Supervising Officers both in Colombo and at outstations graded in Class I., making a total of 75. We are, therefore, of the opinion that the number of posts of sufficient importance which may be filled by officers of the status of the present Class I. Postmasters and Signallers should be fixed at 75. The Acting Postmaster-General agreed with this view.

It should be noted in this connection that we have created 5 additional special class appointments, namely, one Deputy Telegraph Master and 4 Inspectors, which should constitute a distinct improvement in the prospects of the service.

1175. *Reconstruction of the Postmasters' Services.*—After the surplus staff has been absorbed and before recruitment recommences, we would suggest that

the Postmasters and Signallers' Service should be reconstructed in the form of a broad-based pyramid on whatever lines may be accepted by Government for the General Clerical Service. On the basis proposed in Sessional Paper XVIII. of 1937, the total strength of the Postmasters and Signallers' Service, namely 900, will be distributed as follows:—

Special	..	..	..	12
Executive Grade, Class I.	..	..	..	52
Executive Grade, Class II.	..	..	..	208
Non-Executive Grade	..	..	..	628
				<hr/>
				900
				<hr/>

The scheme is fully set out in our Report on Salaries, Allowances, &c. Our view is that this scheme should not materially affect the prospects of officers recruited prior to 1938. Pending the final settlement of the scheme, we recommend that the existing ratio between Class I. and Class II., namely 1 : 6, should be maintained.

When the reconstruction takes place, we would suggest that there should be central recruitment to the non-executive grade only and that promotions to the executive grade should be by competitive examination open only to those in the lower grade.

Local Services.

1176. *Local Postmasters and Assistants.*—The local services comprise Local Postmasters and Local Assistants. Local Postmasters were first recruited about the year 1909 with the object of staffing the malarial and remote stations. Local Assistants were first recruited in 1923-24.

The intention was that at the larger offices work of a routine nature should be performed by members less highly trained and less highly paid. As the Local Assistants were normally residents of the locality and not liable to transfer, the differentiation in pay between them and the regular service was considered justified. In actual practice it was found that the routine work in a post office could not be separated from responsible and executive duties. Local Assistants had therefore to be trained in Morse telegraphy and other postal and telephone work and were required to undertake all duties falling under a rotation scheme, the result of which is that the Department has two classes of officers performing identically the same work but paid on widely differing scales of pay. When the reconstruction of the service referred to above takes place the Local Postmasters and Local Assistants then in service should be offered transference to the non-executive grade at appropriate salary points and their grades abolished.

The Postal Clerical Service.

1177. The Postal Clerical Service is a separate and distinct unit in Government Service. Recruitment is through an open competitive examination on the same lines as the examination for recruitment to the General Clerical Service.

The staff appearing in the 1938-39 Estimates compared with the sanctioned cadre as recommended by the Select Committee of the State Council in Sessional Paper XXVIII of 1935 is as follows:—

	Estimates 1938-39.	Select Committee.
Special Class	5	5
Class I.	27	26
Class II.	160	160
	5 (Railway)	—
Class III.	211	136
	2 (Railway)	—
	<hr/>	<hr/>
	410	327
	<hr/>	<hr/>

Of the increase of 83 in the number of posts provided in the current Estimates over and above the strength sanctioned in 1935, 19 are new posts created this

year and the balance was added in previous years. Forty-seven of the new posts appear to have been created to absorb the daily paid clerks under the scheme proposed in paragraphs 407-411 of Sessional Paper XXVIII. of 1935.

1178. *Special Class appointments.*—These appointments are not on a ratio basis. The 5 Special Class appointments in the Postal Clerical Service are—

- (1) The Chief Clerk of the Postmaster-General's Office.
- (2) The Chief Clerk of the Accountant's Department.
- (3) The Chief Clerk of the Department of the Superintendent of Telecommunication Traffic.
- (4) The Chief Clerk of the Office of the Chief Telecommunication Engineer.
- (5) The Chief Clerk of the Accounts Section of the Office of the Chief Telecommunication Engineer.

The above posts may be retained.

1179. *Classes I., II. and III.*—The staff now employed in each section, their duties and the possibility of effecting reduction have been very carefully examined. The Acting Postmaster-General agreed with us that the following staff would suffice :—

	Special Class.	Classes I., II., and III.
Postmaster-General's Office	1	54*
Accountant's Branch	1	202†
Office of the Superintendent of Telecommunication Traffic	1	40‡
Office of the Chief Telecommunication Engineer	2	84§
	<hr style="width: 50px; margin: 0 auto;"/> 5	<hr style="width: 50px; margin: 0 auto;"/> 380

We would like to record here that the staffing of the Office of the Superintendent, Telecommunication Traffic, should be further investigated six months after the introduction of the automatics, with a view to fixing the basic staff.

When all the proposals mentioned above are given effect to, the staff required will be further reduced from 380 to 359. The staff actually employed at present is 388 of whom 23 are daily paid telegraph clerks awaiting appointment to the permanent grade in accordance with the scheme referred to in paragraph 1177,

- * (a) Includes 1 Postmaster and Signaller who will eventually be replaced by a clerk ;
- (b) Does not include 2 stenographers ;
- (c) No provision for reliefs ;
- (d) Includes an increase of 5 clerks when Divisional Superintendents are attached to Headquarters.

- † (a) 2 further clerks could be reduced if the Treasury and Audit agree to a revised system of journalising in the Savings Bank. The Treasury has been addressed on this subject ;
- (b) 3 further clerks could be reduced if the Treasury and Audit agree to a revised system of issuing Savings Bank payment warrants. The Treasury has been addressed on this subject ;
- (c) 2 further clerks could be reduced if the Treasury and Audit agree to a test check of telegraph message drafts. The Treasury has been addressed on this subject ;
- (d) 1 further clerk could be reduced when 60 post offices are downgraded to sub-post offices (these 60 offices will not send their cash accounts to the Head Office) ;
- (e) Does not include the officer required to eliminate overtime in the Expenditure Branch.

- ‡ (a) This represents an increase of 1 clerk over the present strength ;
- (b) In addition, it is also proposed to employ 10 female telephonists to attend to the work in connection with message fees, &c. ;

Note.—Whether this additional clerk and 10 female telephonists would be permanently required for the new work is a question which should be examined when the actual work commences now that the change over to automatics has been effected.

- (c) Includes 1 Postmaster and Signaller.
- § (a) If and when 3 stenographers are appointed this number will be further reduced by 3 ;
- (b) 1 clerk to be replaced by a sorting peon ;
- (c) 10 officers could be replaced by Storemen—1 in Class II. and 9 in Class III. (*vide* paragraph 1187.) ;
- (d) 1 clerk from the Accounts Branch to be reduced in March, 1940.

16 are temporary clerks and 10 are Railway clerks temporarily employed in the Post Office. With the elimination of the temporary clerks and the Railway clerks, the permanent staff can be reduced almost immediately to 362.

1180. *Re-construction of the Postal Clerical Service.*—After the surplus staff has been absorbed, we suggest that the Postal Clerical Service should be re-constructed in the same manner as proposed for the Postmasters and Signallers' Service—*vide* paragraph 1175. On that basis, the Postal Clerical Service will comprise :—

Special ..	..	..	..	5
Executive Grade, Class I.	..	..	..	21
Executive Grade, Class II.	..	..	..	84
Non-Executive Grade ..	..	..	..	249
				<hr/>
				359
				<hr/>

The scheme is fully set out in our Report on Salaries, Allowances, &c.

1181. *The Strength of Class I.*—In the process either of retrenchment or of re-construction as suggested above, we do not propose that every vacancy in Class I. should be suppressed until the number reaches 21. We recommend that the existing ratio between Class I. and Class II. should be maintained for the present.

1182. *Stenographers.*—There are at present two stenographers on the establishment and provision has been made in the current Estimates for three additional posts to replace three clerks. The Acting Postmaster-General agreed with us that these posts need not be filled until all the surplus staff has been absorbed.

The Telephone Operating Staff.

1183. The telephone operating staff comprises :—

- (a) Supervisors, monitors and female telephonists;
- (b) Night telephonists (males);
- (c) Postmasters and Signallers temporarily employed as night operators (12);
- (d) Local Assistants employed on operating duties at Havelock Town (3).

With the conversion of the Colombo Telephone Exchange to automatic working (c) and (d) have disappeared.

1184. Pending the settling down of conditions after the change over of the Colombo Central Exchange to automatic working, the Acting Postmaster-General agreed with us to make the following changes :—

- (1) *Lady Supervisor*: She is the head of the Central Telephone Exchange and connected branches and sub-exchanges. Even after the reduction in the number of female telephonists there will be over 100 female employees and a Lady Supervisor will still be necessary. On the retirement of the present holder, a local officer on a lower salary should be recruited.
- (2) *Assistant Supervisors*: These two appointments will be suppressed after the change over to automatics.
- (3) *Monitors*: The Estimates for the current year provide for 13 monitors, the number employed, however, being 12—11 at the Central Exchange and 1 at Kandy. Five posts have been suppressed since the introduction of automatics, leaving 8 posts of monitor.

(4) *Telephonists*: There are 110 on the fixed establishment and 82 employed as temporary and daily paid telephonists. The following staff is required after the change over to automatics:—

Colombo	68*
Central Telegraph Office	10†
Outstation Exchanges	47‡
	125

(5) *Matrons*: There are 2 matrons, one at the Central Telephone Exchange and the other at Havelock Town. With the conversion to automatics, one matron is not required and the post will be suppressed.

(6) *Night Telephonists*: The night operating was done by 14 male telephonists and 12 officers of the Postmasters and Signallers' Class. With the introduction of automatics, the night operating is being done by 8 night telephonists.

The above proposals are to be considered as tentative and the strength reviewed six months after the change over to automatics, when we expect a further reduction in staff should be possible.

Subordinate Engineering Grades.

1185. The Acting Postmaster-General and the Chief Telecommunication Engineer agreed with us that the following reductions might be made in the subordinate Engineering Grades:—

	Sanctioned Strength.	Existing Strength.	Reduced Strength.
District Inspectors	27	25	20
Inspectors, Class II.	60	60	60
Storemen, Class II.	8	8	7
§ Overseers	96	91	91
¶ Skilled Workmen	12	12	—
¶ Draughtsmen	9	9	7
Linemen	260	260	250
Lorry and Van Drivers	(to be on daily rates of pay)		

1186. *Assistant Telegraph Storekeeper*.—This post which is now held by an inspector of Telegraphs should be filled by a Storeman, Class I., on a lower scale of salary.

1187. *Storemen*.—There are 8 Class II. Storemen for the main Telegraph and Postal Stores, Maintenance Exchange Stores and Workshop Stores and at present no reduction in this number is possible. If the eventual appointment of a Class I. Storeman in place of the Assistant Telegraph Storekeeper is approved, it is anticipated that eventually the number of Class II. Storemen will be reduced to 7 as it

* This number includes 10 to be attached to the Office of the Superintendent of Telecommunication Traffic for work in connection with the preparation of telephone bills.

† For gumming messages received on creed, &c.

‡ When Kandy and Gampola Exchanges are converted to automatics, a saving of 3 telephonists is likely. The plant is now on order.

§ Head Overseers in Class II. who are fit for promotion to Class I. should be given an opportunity of being considered for promotion before the Head Overseer Grade is allowed to die out, and thereafter the reduced strength of 91 Overseers should be divided into two classes with 50 in Class I. and 41 in Class II. Overseers Class I. will correspond in salary, &c., to the present head Overseers Class II.

¶ This class will disappear by suppression of all vacancies.

¶ Includes 2 in the Postmaster-General's Drawing Office which will be abolished.

is expected that by that time the large programme of development works which has considerably increased the work of the Stores Branch will have been completed. In addition to these Class II. Storemen, there are clerical officers in the Main Stores, Maintenance Exchange Stores and Workshop Stores who are performing duties which are considered proper to either Class II. Storemen or another grade of Storemen, say, Class III. We would recommend that, after the surplus staff of the Department has been absorbed, the clerks now performing the duties of Storemen should be replaced by Storemen in Class II. or III.

Other Minor Staff.

1188. The minor staff not dealt with previously comprises:—

- Inspector of Telegraph messengers
- *Tamil Transliterators
- Book Binders
- Cycle Overseers
- Stamp Counter
- *Mail Guards
- Arachchies
- Colombo Office Peons
- Postmen
- Mail Runners
- Porters
- Labourers
- Cleaners
- Post and Telegraph Peons, &c.

The largest units are Postmen, Peons and Runners. Postmen and peons are allowed according to standards based on the distance to be traversed and the volume of correspondence, while Runners are appointed for the conveyance of mails according to the requirements of the mail services. The uniform staff employed is not excessive.

1189. *Daily-paid Employees.*—The Acting Postmaster General reported that 31 daily-paid employees in the Central Telegraph Office workshop could be retrenched if suitable jobs could be found for them in other Departments. They are now employed as follows:—

Instrument Repair Shop.—21 men, of whom 18 are engaged at present on repairs to telephone parts and the other 3 on repairs to Railway and Telegraph instruments.

Jobbing Shop.—2 men who are engaged at present as wood work polishers.

Plating Shop.—1 man who is engaged at present in lacquering telegraph and telephone parts.

Machine Shop.—7 men, of whom 6 are employed at present as Turners and Fitters and the other one as Armature Winder.

The Acting Postmaster General estimated the annual savings at approximately Rs. 15,000 if these employees could be retrenched.

1190. *Treasury Offices.*—We also considered the question whether the Post Office could not conveniently take over the work now done by the Treasury Offices at Negombo, Tangalla and Chilaw. The Acting Postmaster General, with whom we discussed the matter, agreed that the transfer of this work to the Post Office would be both practicable and economical and put forward certain proposals for the change over and the accounting procedure to be followed. The Acting Postmaster General's proposals were further discussed with the Treasury and it was

* It has already been decided that these grades should be replaced by a sorting peon and Postmen respectively.

agreed to carry out a trial of the new system at the Negombo Post Office. The matter will be reviewed after the system has been given a fair trial, with a view to its extension to the other two offices.

1191. The alterations in the staff provided in the 1938-39 Estimates as a result of our recommendations are as follows:—

Designation.	Estimates, 1938-39.	Number Recommended.	Saving.
Assistant Accountants ..	4	3	1
Superintendent of Equipment Section ..	1	—	1
Investigating Inspectors ..	2	6*	2
Officers in the Postmasters and Signallers' Grade functioning as Inspectors ..	6		
Assistant Lady Supervisor of Telephones ..	2	—	2
Clerks, Postal Clerical Service :			
Special Class, Classes I., II., and III. ..	410	362	48
Stenographers ..	5	2	3
Postmasters and Signallers :			
Special Class ..	11	887	739
Class I. ..	125		
Class II. ..	751		
Local Postmasters ..	49	18	31
Local Assistants ..	157	143	14
Telephone Monitors ..	13	8	5
Operating Staff (including temporary staff) ..	218	125	93
Night Telephonists ..	14	8	6
Assistant Chief Telecommunication Engineer ..	1	—	1
Divisional Engineers ..	4	3	1
Telecommunication Engineers and Assistant Telecommunication Engineers ..	8	4	4
Inspectors of Telegraphs :			
Class I. ..	27	20	7
Telegraph Overseers ..	96	91	5
Draughtsmen ..	8	7	2
" (daily-paid) ..	1		
Linemen ..	260	250	10
Storemen ..	8	7	1
Skilled Workmen ..	12	—	12

1192. *Savings.*—The reductions recommended by us are estimated to produce the following savings:—

Personal Emoluments.—

	Rs.
Salaries :	
1 Assistant Accountant ..	4,600
1 Superintendent, Equipment Section ..	6,100
2 Investigating Inspectors and 6 Inspectors of Post Offices replaced by 6 Inspectors of Post Offices on new scales of salary ..	2,000
2 Assistant Lady Supervisors of Telephones ..	4,760
48 Clerks, Postal Clerical Service, Classes I., II., and III. ..	71,240
3 Stenographers ..	4,266
	Rs.
149 Postmasters and Signallers in Classes I. and II. ..	300,860
	Rs.
Less provision for one existing post to be graded in Special Class, Grade II. ..	1,200
Less provision for 12 posts to be carried as excess staff to meet sudden vacancies ..	21,360
Less provision for 60 additional Sub-Postmasters (<i>vide</i> paragraph 1163) ..	21,600
	44,160
	256,700

* Separate group—*Vide* paragraph 1144.

	Rs.	Rs.
31 Local Postmasters	34,100	
14 Local Assistants	12,250	
5 Telephone Monitors	6,100	
6 Night Telephonists	4,680	
1 Assistant Chief Telecommunication Engineer	13,200	
1 Divisional Engineer	9,825	
4 Telecommunication Engineers	23,415	
7 Inspectors of Telegraphs	23,800	
5 Telegraph Overseers	5,250	
2 Draughtsmen	3,720	
10 Linemen	5,340	
1 Storeman	1,440	
12 Skilled Workmen	7,200	
Savings in salaries of Operating Staff	65,647	
Savings in salaries of Minor Staff	8,739	
Savings in wages of Daily-paid Staff	15,000	
Difference between the existing salary of the Lady Supervisor and the proposed salary	4,790	
	594,162	
Allowances :		
Rent allowance	60,000	
Other allowances, details of which appear in our Report on Salaries, Allowances, &c. :—		
(i.) Allowance to senior telephonists and night telephonists	1,200	
(ii.) Duty allowance to one Stenographer	180	
	61,380	
<i>Other Charges.—</i>		
Rent of buildings	26,203	
	681,744	

Head 76.—Public Works Department.

1193. The following is a comparative statement of the expenditure of the Department from 1931-32 to 1938-39:—

	Personal. Emoluments. Rs.	Other. Charges. Rs.	Total Rs.
1931-32	1,956,981	185,159	2,142,140
1932-33	1,792,620	136,882	1,929,502
1933-34	1,703,466	136,910	1,840,376
1934-35	1,695,720	145,155	1,840,875
1935-36	1,701,124	164,004	1,865,128
1936-37	1,749,123	161,724	1,910,847
1937-38	1,801,487	220,905	2,022,392*
1938-39 (Estimated)	1,827,853	197,783	2,025,636

1194. The Public Works Department as now organized consists of the Head Office, Stores, 9 Provincial Offices, 34 District Offices and the Government Factory. We deal below with the different divisions of the organization.

Head Office.

1195. The Superior Staff of the Head Office as appearing in the 1938-39 Estimates and that approved by the Select Committee of the State Council (vide Sessional Paper XXVIII—1935) are noted below:—

	1938-39. Estimates.	Select Committee.
Director	1	1
Deputy Director	1	1
First Assistant Director	1	1
Second Assistant Director	1	1
Engineering Assistant	1	1
Office Assistant	1	1
Assistant Engineer, Designs	1	1
Financial Assistant and Accountant	1	1
Assistant Accountant (Class IV.)	1	1 (Class III.)
Additional Assistant Accountant (Class IV.)	1	1
District Engineer, Head Office	1	1
Drawing Office Assistants	2	2
Chief Architect	1	1
Assistant Architects	2	1
Quantity Surveyor	—	1

* Includes expenditure on Civil Aviation which is shown as a separate Head from 1938-39.

It will be observed that the existing number is substantially the same as that which was approved by the Select Committee.

1196. *Assistant Directors and Office Assistant.*—In the existing organization the two Assistant Directors act for a part of their time as intermediaries between the Provincial Engineers on one hand and the Engineering Assistant and the Chief Architect on the other. They also have under them the following Branches:—

Roads
Buildings
Waterworks
Contracts
Estimates

The general administrative work is attended to by the Deputy Director or the Director with the assistance of the Office Assistant.

We considered several proposals for re-organization of the Head Office. The most feasible of them all was that if the Engineering Assistant and the Chief Architect were allowed to deal direct with the Provincial Engineers and were given greater responsibility, subject, of course, to the over-riding guidance and control of the Deputy Director or the Director, it would be possible to suppress the two posts of Assistant Director, provided that a post of an Administrative Assistant, of a status equal to that of the posts of Financial Assistant, Engineering Assistant and Chief Architect were created to take over all the general administrative work of the Department. Under this scheme the Deputy Director would be entirely free for technical duties and for co-ordinating the work of the Financial Assistant, Engineering Assistant and the Chief Architect. This arrangement would result in considerable simplification of procedure.

1197. The above proposal was discussed with the Director of Public Works. He was definitely of the opinion that an experienced senior technical officer of the status of an Assistant Director was necessary to co-ordinate the work of the Financial Assistant, Engineering Assistant and the Chief Architect, and generally to act as an "economy officer". He further desired that the present system of dealing with general administrative matters with the assistance of a non-technical Office Assistant should be allowed to continue. We, therefore, recommend that one post of Assistant Director be retained and the other be abolished. We have also agreed that the post of Office Assistant to which certain administrative duties are attached may be retained, as, with the abolition of the post of Chief Clerk which is recommended by us in a subsequent paragraph, the former constitutes an avenue of promotion in the Department to deserving members of the Clerical Service.

1198. *Engineering Assistant and Chief Architect.*—The Director has agreed with us that the Engineering Assistant and the Chief Architect should deal direct with Provincial Offices to a greater degree than they do at present in respect of all works for which they are responsible. We feel that unless they do this the routine work of one Assistant Director will become so voluminous that the retrenchment of the post of 2nd Assistant Director will stand in danger of being reversed at no distant date. The Director has also agreed that it should be part of the duties of the Engineering Assistant and the Chief Architect periodically to inspect the major works under construction on their designs.

We agree with the Director's suggestion that the designation of the post of Engineering Assistant be altered to Chief Engineer (Designs) and that this post as well as that of the Chief Architect should in future carry the combined scale of salary of the District Engineer and the Provincial Engineer grades and not solely the scale of the Provincial Engineer grade as at present. This will permit of the appointment of suitable officers at any appropriate point in the scale and not bind Government to appoint them on the higher scale.

1199. *Accountants.*—The Director has agreed with us that one of the Assistant Accountants should be transferred to the Government Factory as, with the direct requisitioning of stores on the Government Storekeeper by Executive Engineers in

place of the existing method of forwarding stores requisitions through Provincial Offices and the Head Office, the Financial Assistant and one Assistant Accountant should be able to cope with the work in the Head Office.

He has also agreed with us that greater use should be made of the Accountant than now; that if the post of Financial Assistant and Accountant is filled by a fully qualified officer steps might be taken to place under his control, in addition to the Branches directly under him, the Estimates and the Contracts Branches; and that his services may be utilised for systematic examination of accounting systems in District Offices. He should be the Chief Financial Adviser to the Director and the existing anomaly of the Deputy or the Assistant Director being solely responsible for financial matters and of a District Engineer, Head Quarters, being in charge of Audit Queries should be removed.

We agree with the Director's suggestion that the post of Financial Assistant and Accountant should be re-designated Chief Accountant to correspond with the nomenclature of the Heads of the Engineering and Architectural sections.

1200. *District Engineer, Head Office.*—We found that the District Engineer, Head office, was mainly engaged in matters connected with Civil Aviation in addition to the Audit Queries which come to the Head Office and a few other miscellaneous items. We are strongly of the opinion that a technical officer is not necessary to deal with accounting matters. The Director has agreed that if other arrangements could be made to attend to Civil Aviation work, or if this work should show a substantial decrease, it would be possible to dispense with this post. We recommend that the post of District Engineer, Head Office, be retained temporarily for a period not exceeding one year and that the necessity for its continuance be then reviewed. We are confident that the Director will find it possible to release this officer. We propose elsewhere that one of the Secretaries to the Minister of Communications and Works should be appointed Deputy Director of Civil Aviation.

1201. *Summary of Head Office Staff.*—The cadre of the superior staff we recommend for the Head Office and which meets with the Director's approval is as follows:—

Director	..	..	1
Deputy Director	..	..	1
Assistant Director	..	..	1
Chief Engineer (Designs)	..	..	1
Chief Architect	..	..	1
Chief Accountant	..	..	1
District Engineer, Head Office	..	..	1 (temporary)
Assistant Engineer, Designs	..	..	1
Assistant Architects	..	..	2
Assistant Accountant	..	..	1
Office Assistant	..	..	1
Drawing Office Assistants	..	..	2

1202. *Clerical Staff, Head Office.*—The existing strength of the clerical staff at the Head Office is—

Special Class (Chief Clerk)	..	..	1
Class I.	..	..	4
Class II.	..	..	44
Class III.	..	..	29
Railway Clerical Service	..	..	1
Factory Clerical Service	..	..	2
Daily paid clerks	..	..	16
			<hr/>
			97
			<hr/>

After investigating the clerical work of the various Branches and making allowance for reduction in clerical work rendered possible by the introduction of direct requisitioning by Executive Engineers on the Government Storekeeper and the Government Printer, the Director has agreed to the reduction of 24 clerks on the existing strength, but has asked that some of his clerks should be exchanged for efficient typists. He should be given the facility to effect the necessary exchanges.

1203. The following statement shows the existing staff, the reduction recommended and the staff proposed:—

Branch.	Existing Strength.		Reduction.	Proposed Staff	
	Special Class and Classes I and II.	Class III, &c.		Classes I and II.	Class III., &c.
Chief Clerk ..	1	—	1	—	—
Establishment ..	3	2	1	2	2
Confidential ..	1	1	—	1	1
Overseers and Labour ..	3	2	1	1	3
Record Room ..	—	2	1	—	1
Typing ..	—	12	5	—	7
Buildings ..	4	1	1	2	2
Roads ..	4	1	1	2	2
Estimates ..	2	3	—	2	3
Miscellaneous and Water Works ..	3	1	1	2	1
Contracts ..	2	2	—	2	2
Financial ..	13	6	4	7	8
Pay ..	5	2	1	2	4
Stores and Stationery ..	6	6	6	—	6
Chief Architect ..	—	2	—	—	2
Engineering Section ..	1	2	—	1	2
Relief ..	1	3	1	—	3
	<u>49</u>	<u>48</u>	<u>24</u>	<u>24</u>	<u>49</u>

We do not intend to bind the Director to the distribution proposed by us under each Branch. It may be varied as between the Branches according to the fluctuation of work so long as the total of the staff allowed for the Head Office is not exceeded.

1204. *Chief Clerk.*—Since each Branch has its own supervisor and Branches are grouped into Sections, directly under the control of Staff Officers, the status and position of a Chief Clerk as understood in the organisation of the old-type offices have become obsolete. We therefore consider that a Special Class Officer as Chief Clerk is unnecessary.

1205. *Stenographers.*—There are, at present, 2 stenographers in the Department. The Director has agreed with us that one officer would suffice. We recommend that one post be suppressed.

1206. The strength proposed in paragraph 1203 is a liberal allocation to cope with the existing work of the Department. When the scheme of re-organisation has been working for some time, and the full effect of the devolution of greater responsibility on the Superintending Engineers has been realised, we think that it should be possible, after investigation, to make a further reduction in the clerical staff.

1207. *Telephone Operator.*—The Director has suggested that the post of Telephone Operator in the Head Office be abolished and that he and his Deputy be given direct telephone connection with the Exchange. We recommend this.

1208. *Motor Car Driver.*—We observe that it is not economical to maintain a departmental motor car. We recommend that the car be disposed of and the post of Departmental Motor Car Driver be abolished. The Director has agreed and is taking steps to find other employment for this officer.

1209. *Duplicating Work.*—We are of opinion that the output of duplicating work does not warrant a separate Branch as the average number of stencils prepared per month is only 245. We thought that the whole of this work could be entrusted to the Treasury, to which office the two duplicators should be transferred to cope with increased work under the centralized system of duplicating. But since the Minister of Communications and Works desires to have his work done by the Department we have agreed that for this and any urgent work of the Department one duplicator may be retained by the Director.

Public Works Department Stores.

1210. *Functions of the Stores.*—The duties performed by the Departmental Stores are as follows:—

- (a) Receiving requisitions on the Government Stores, forwarding them, drawing stores from the Government Storekeeper and despatching same to the Indenting Officers.
- (b) Storing and despatching surplus stores.
- (c) Distributing and despatching stationery, printed forms, &c., issued from the Head Office.
- (d) Transporting furniture of Departmental Officers on transfer.
- (e) Clearing articles such as typewriters, instruments, samples, &c., forwarded to the Director of Public Works by Departmental and other officers.

The cost to Government of running the Stores is approximately Rs. 23,500 per annum.

1211. *Abolition of the Stores.*—The Director concurred in the view that a separate store for the Public Works Department has served its purpose and outlived its usefulness. He agreed that it was possible for the Government Storekeeper to send stores direct to the indenting officers. We therefore recommend that the Departmental Stores be abolished and arrangements be made to indent direct on the Government Storekeeper. We understand that other departmental arrangements could be made to deal with the remaining functions now performed by the Stores. The net saving by abolishing the Public Works Department Stores would be at least Rs. 13,500 per annum. We have already dealt with this matter in detail under Head 27 Government Stores

Provincial and District Organization.

1212. *Provincial Offices.*—There are at present 9 Provincial Offices, each in the charge of a Provincial Engineer, controlling the activities of 34 District Offices, 22 of which are in the charge of District Engineers and 12 under Assistant Engineers. We observe that in Sessional Paper XXVIII. of 1935, the Select Committee of the State Council recommended 8 posts of Provincial Engineers which were to be ultimately reduced to 6.

1213. *Mr. Lees' Scheme.*—In 1930 Mr. Lees, the then Director of Public Works, submitted to Government a scheme for the re-organization of the Department. His scheme, in brief, was to abolish the Provincial Offices and have in the Head Office 2 Inspecting Officers who would make systematic inspections of District Offices and also function as liaison officers between the District Offices and Headquarters. He also recommended that the number of districts should be reduced from 38 to 20, each of which would be in the charge of a District Engineer, with 22 sub-divisions each in the charge of an Assistant Engineer.

1214. *Mr. Thornhill's Scheme.*—Mr. Lees' Scheme met with strenuous opposition and criticism from certain officers in the Department. It was stated that Mr. Lees, having been in Ceylon only for a few years, was not able to appreciate the work done by the Provincial Engineers. In an endeavour to reconcile the conflicting views expressed on Mr. Lees' scheme, his successor, Mr. Thornhill, who had wide experience in the Department, formulated a scheme combining the principal features of the new proposal with those of the old organization. He took the Provincial and District Kachcheries organization for a model. His scheme was to reduce the number of districts from 38 to 22, of which 10 larger districts were to be in the charge of officers of the Provincial Engineer grade with an Assistant Engineer in charge of a sub-division and the other 12 smaller districts were to be in the charge of officers of the District Engineer grade. His scheme too aimed at the complete abolition of the existing Provincial Offices solely for supervision. He did not consider that even Inspecting Officers were necessary. These proposals were, however, referred back by the Executive Committee for further consideration, and Mr. Thornhill then submitted completely new proposals in which he recommended the reduction of the number of Provincial Offices from 9 to 6 and the District Offices from 39 to 34, of which 12 were to be placed in

the charge of Assistant Engineers. These proposals were finally adopted and given effect to, except as regards the number of Provincial Offices which continued to remain at 9.

1215. Functions of the District and Provincial Offices.—An Engineer in charge of a district functions both as a technical and as an accounting officer. His primary function is, of course, the carrying out of engineering works relating to roads, bridges and buildings in his district, but his accounting work is no less important. The latter consists in controlling the expenditure on votes, preparing vouchers and ensuring the correctness of all payments made by him, indenting and issuing of stores to works carried out in his district, and preparing monthly accounts and transmitting them to the Head Office through his Provincial Engineer. Both the engineering and the accounting work done in the District Offices are supervised by the Provincial Engineers. The supervision of the engineering work, apart from actual inspection on the spot by the Provincial Engineer, consists in examining plans and estimates and approving the "extras" and special rates. The supervision of the accounting work consists mainly in checking every stores requisition, voucher and schedule forwarded through him to the Head Office. The Provincial Office also maintains a record of all expenditure incurred by District Offices in order to control the expenditure on votes.

1216. New Proposal.—The criticism is often made that the present organization appears to seek to control District Officers to such an extent as to deprive them of responsibility and independence which is their due by qualification and training. Consultation with a senior experienced officer on technical matters is, admittedly, valuable to executive engineers and no one would suggest that opportunities for such consultation should be removed or reduced. It is, however, stated that no useful purpose is served by the mass of correspondence, generally statements and papers of an accounting nature, passing through the Provincial Engineer to and from the Head Office in Colombo, and that the exercise of supervision by the Provincial Engineer, even of the works, extends to attention to details and trivialities which have the effect of diminishing the sense of responsibility which an executive engineer should possess. To obviate these defects we considered a proposal that Provincial Engineers should in future be freed from the shackles of a large office organization, the routine of which often ties them down to the desk and prevents them from travelling and visiting the District Offices and Works as much as is desirable. It would follow as a corollary that, with the transference of all checking of accounts, plans and estimates now done in Provincial Offices to the Head Office, and the conferring of greater responsibility on District Officers, the Provincial Engineers who would be designated "Superintending Engineers" should be able to take over larger areas under their control. The Director, however, while agreeing that certain routine matters relating to Stores and Accounts could come direct from the District Offices to the Head Office, has found himself unable to accept the proposition that the character of the Provincial Offices could be radically altered in the present state of affairs. He is firmly of the opinion that the abolition of the Provincial Offices at this stage would be a most inadvisable step chiefly for the reason that a large number of districts are in the charge of Assistant Engineers who require more guidance and advice from a mature and experienced officer than did fully fledged District Engineers some years ago. He has further urged that too drastic a change be not made all at once in a system which has stood the test of time. He has therefore strongly recommended that for the next three years the provincial system should be continued as it exists at present, subject to the following modifications with which we have agreed:—

- (1) The number of Provincial Engineers should be reduced from 9 to 6.
- (2) The Provincial Engineer should be designated "Superintending Engineer".
- (3) There should be devolution of greater powers on Superintending Engineers from the Head Office in technical as well as contractual matters.
- (4) The District Officers should deal direct with the Head Office, Government Storekeeper and other Departments more freely than now.

- (5) At the end of 3 years the situation should be reviewed with a view to ascertaining whether the number of Superintending Engineers could not be further reduced, either under the existing system or by abolishing the elaborate Divisional Office organization and making the Superintending Engineers chiefly "Consulting and Inspecting Officers" with a skeleton clerical staff for typing and correspondence work only.

1217. *Greater Powers to Superintending Engineers.*—In regard to the delegation of greater authority to the Provincial Engineers, we observe that the position of a Provincial Engineer according to the Public Works Departmental regulations is defined as the representative of the Director of Public Works in his province. We propose that the new "Superintending Engineers" should represent the Director of Public Works more than merely in name. They should, as far as possible, deal with the public and Government Departments in matters relating to their respective divisions without reference to the Head Office except in matters of policy. Estimates and plans for works up to a fixed sum should be sanctioned by them without their having to obtain the approval of the Head Office. The object is to make use of their mature experience and to reduce the work coming to the Head Office. The Director should work out the necessary details to give effect to this de-centralization and take steps to have regulations amended where necessary.

1218. *Staff for Divisional Offices.*—The Director of Public Works is prepared to accept our view that the staff of the Offices of the Superintending Engineers should ordinarily comprise the following:—

Inspector	..	..	..	1
Clerks, Class II.	..	..	..	2
Clerks, Class III.	..	..	..	3
Draughtsmen	..	..	..	2
Peon	..	..	..	1
Messenger	..	..	..	1

For the Western Division, 3 additional clerks and 1 bicycle orderly and for the Central Division 1 additional clerk.

We have allowed a clerical staff of as much as 5 for each Divisional Office because the District Offices would fall back on the Divisional Offices for their leave reserve.

1219. The total staff required for the 6 Divisional Offices will, therefore, consist of—

Superintending Engineers	..	..	..	6
Inspectors	..	..	..	6
Clerks, Class II.	..	..	..	12
Clerks, Class III.	..	..	..	22
Draughtsmen	..	..	..	12
Peons	..	..	..	6
Messengers	..	..	..	6
Bicycle Orderly	..	..	..	1

Districts.

1220. *Reduction of Districts.*—The Director of Public Works has suggested the abolition of the 6 Districts of Avissawella, Dandagamuwa, Passara, Katugastota, Pallai, and Puttalam, reducing the number from 34 to 28. He proposes to place 16 of the larger districts under officers of the status of District Engineers and the remaining 12 under Assistant Engineers. He agrees with us that the post of District Engineer, Buildings, which is included within the number allotted for the larger districts, should ordinarily be filled by an officer with an architectural bias and that he should deal direct with the Chief Architect. He has also suggested that all bridge paths should be handed over to the District Road Committees, as the time taken by District Engineers to inspect these unimportant paths could be more usefully spent on more important work. We accept these proposals, subject to the reservation that as soon as the Director has the necessary number of experienced Assistant Engineers he should consider the possibility of a further reduction in the number of districts. The Director has agreed.

1221. *Staff for District Offices.*—The Director of Public Works has agreed that at the commencement of the present scheme the normal staff for a District Office might be as follows:—

Inspector or Sub-Inspector	1
Clerks, Class III.	4
Messenger	1
Storeman	1
Watcher	1

The Head Clerks in charge of the more important 12 districts may be Class II. clerks; Colombo North, Colombo South, Kandy, Galle, and Jaffna should have one additional clerk each; District Engineer, Buildings, should have 2 Assistant Engineers, 6 additional Sub-Inspectors, 3 additional clerks, 1 draughtsman, and 2 additional messengers, Colombo North and Colombo South should have one additional Sub-Inspector each; Kandy should have one Assistant Engineer and 2 additional Sub-Inspectors.

1222. The total staff required for manning the 28 District Offices consists of—

District Engineers	16
Assistant Engineers	15
Inspectors or Sub-Inspectors	38
Clerks, Class II.	12
Clerks, Class III.	108
Draughtsman	1
Messengers	30
Storemen	28
Watchers	28

The Director has agreed that the question of reducing the number of clerks recommended by us to 3 for each of the 12 minor districts should be re-examined after the new organization has been in operation for some time.

1223. *Reduction of Clerical Work.*—In connection with the clerical work done in District Offices we observe that it might be reduced as a result of the elimination of certain books and returns, and centralization of the preparation of payment vouchers at the Head Office. The books and returns we consider unnecessary are as under—

- Certificate Book.
- Abstract Book.
- Subsidiary Stock Book.
- Revenue Register.
- Annual Tool Return.
- Annual Furniture Return.
- Annual Ferry Boat Return.
- Annual Instruments Return.

The existing Departmental Progress Reports and the Road Maintenance Reports might be simplified and the practice of preparing additional copies for the information of the Provincial Engineers discontinued. It should be possible for the Provincial Engineers to obtain the originals of these reports for reference and return when the necessity to refer to them arises.

The details now being entered in vouchers for payments might be abbreviated considerably.

All vouchers should be prepared on forms contained in carbon interleaved books so that duplicates may be available in the absence of the Certificate Book, the abolition of which we have recommended above.

Government Factory.

1224. As the amount of work which the Factory gets from other departments is comparatively small and as it is difficult to keep a permanent staff of labour continuously employed when work periodically fluctuates, we considered the question of retaining the Factory purely as a Public Works Department workshop. As, however, a large sum of money has already been spent in building the present

Factory and in purchasing the necessary plant and machinery on the understanding that the institution would serve all Government departments, we were of opinion that the Factory should continue to do work for all Government departments.

1225. In order that the Factory may be fed with a steady flow of work we suggest that the Treasury should address a circular to Government departments requesting them to give all their work to the Factory, and also intimate to the Factory Engineer in advance what work he should prepare for in succeeding years. Steps should also be taken to check duplication in other Government departments of facilities for carrying out works which could be done at the Factory.

1226. *Cadre*.—The following is the cadre of the Government Factory as appearing in the 1938-39 Estimates:—

Factory Engineer	..	..	1
Mechanical Engineer	..	..	1
Assistant Mechanical Engineers	..	..	4
Assistant Engineer	..	..	1
Junior Assistant Mechanical Engineers	..	..	2
Shop Foremen	..	..	4
Minor Supervisors	..	..	2
Assistant Foremen	..	..	4
Storekeeper	..	..	1
Assistant Storekeeper	..	..	1
Head Timekeeper	..	..	1
Assistant Timekeepers	..	..	5
Draughtsmen	..	..	3
Clerks: General Clerical Service	..	..	8
Factory Clerical Service	..	..	27
Bookbinders	..	..	1
Peon	..	..	1
Messengers	..	..	3
Daily-paid Clerk	..	..	1
Daily-paid Peons	..	..	2
Daily-paid Messengers	..	..	5
Daily-paid Watchers	..	..	5
Daily-paid Plan Printer	..	..	1

1227. *Accounting*.—We observe that the present arrangement at the Factory under which technical officers spend a great part of their time in attending to accounting work is unsatisfactory. For example, the Works Manager who is an Assistant Mechanical Engineer spends daily over 5½ hours attending to accounting matters in the office. The Mechanical Engineer and the Factory Engineer are also similarly engaged though to a less extent.

1228. The Director agrees with us that the accounting work should be taken away from the technical officers and the responsibility for it should be placed on the Chief Accountant, who should be represented at the Factory by one of his Assistants. We have already recommended that one of the two Assistant Accountants now at the Head Office should be stationed at the Factory.

1229. *Factory Engineer*.—With the transfer to the Factory of an Assistant Accountant from the Head Office, the Factory Engineer as well as the Mechanical Engineer will be relieved of financial duties. We therefore recommend that the posts of Factory Engineer and Mechanical Engineer be amalgamated and that the Engineer in charge of the Factory be placed on a long time incremental salary scale ranging from the minimum of the District Engineer's scale to the maximum of the Provincial Engineer's. The Director is agreeable to this recommendation.

1230. *Re-distribution of work*.—With the abolition of the post of Mechanical Engineer, the 4 Assistant Mechanical Engineers and the 2 Junior Assistant Mechanical Engineers should be re-designated Assistant Factory Engineers and Junior Assistant Factory Engineers respectively. The Senior of the Assistant Factory Engineers should, in addition to his normal duties, be regarded as the second-in-command of the Factory. The remaining 3 Assistants should function, respectively, as:—

Chief Estimator,
Works Manager, and
Out Works Manager.

The two Junior Assistant Factory Engineers should be attached as Assistants to the Chief Estimator and Works Manager respectively.

1231. *Chief Estimator.*—The function of the Chief Estimator should be the taking out of quantities and the correct estimating for all works carried out at the Factory. This work is at present done partly in the Office, and partly by the shop supervisors. We consider that the practice whereby the shop supervisors are responsible for the estimating is unsatisfactory as they not only do not possess the necessary training for it, but the practice also results in the neglect of their chief function, namely, supervision of the work carried out in the shops. As the number of estimates to be dealt with amounts to nearly 3,000 per annum we have suggested that one Junior Assistant Factory Engineer should assist the Chief Estimator. Routine clerical work in connection with the preparation of estimates should be attended to by the clerical staff of the Factory Office.

1232. *Works Manager.*—The main functions of the proposed Works Manager should be the proper planning of work before it goes to the shops, progressing, general supervision and co-ordination of the work of the different shops. In order to follow the progress of work in the shops he should have attached to him a Junior Assistant Factory Engineer.

1233. *Out Works Manager.*—The Out Works Manager should function as at present, supervising the important bridge works in the Island, but should be relieved of all accounting work. The Assistant Engineer will continue, as at present, to render technical assistance to the Out Works Manager. Subordinate officers posted to outstations will vary according to the number of bridges in hand. These officers should not be above the grade of Inspector, except when the bridge work is a large one.

1234. *Drawing Office.*—The Drawing Office attached to the Factory consists of 3 draughtsmen and 1 printer. The number of plans prepared for the 12 months ending May, 1938, hardly justifies the employment of three draughtsmen. We recommend that this staff should be reduced to 2 draughtsmen and 1 printer. One of the draughtsmen, who is mainly engaged in taking out quantities, will be relieved of this work after a proper Estimating Branch has been formed.

1235. *Shops.*—We consider that 3 Supervisors in the Bridge Shop are too many, and that 2 should suffice, particularly as the estimating work which is done by them now will be removed. The supervising staff recommended for each shop is as follows:—

Machine	..	..	..	..	2
Bridge	..	..	..	..	2
Carpentry	..	..	..	..	1
Smithy and Foundry	..	..	..	..	2
Typewriter	..	..	..	..	1
Concrete	..	..	..	..	1

1236. We recommend that the six time-keepers should be attached to the shops, two to the Machine and Typewriter shops and one each to the Bridge, Carpentry, Smithy and Foundry, and Concrete shops to relieve the shop supervisors of clerical work such as the preparation of store requisitions, sub-cards for works to be carried out in other shops, etc. These officers should also supervise the daily clocking 'in' and 'off' of workmen and attend to the working out of extensions on Job-cards, which we consider should replace the existing time sheets.

1237. *Labour.*—In regard to the labour employed in the shops we observe that the present method of booking time to jobs is capable of considerable improvement.

Job-cards should be used in place of the present time sheets. As each man is given a job he should be issued a job-card on which he should clock in on the 'on' column before commencing a job and on the 'off' column when the job is over. The clocking should be supervised by the charge hand. Under this system the actual time in which a man is engaged on each job would be known, as well as his 'idle' time. The 'idle' time should be charged to a

vote which should be taken out under Factory Maintenance. It is considered that this would, if properly carried out, be an effective check on the workmen and enable economy to be exercised in the employment of labour.

1238. *Clerical Staff*.—The clerical staff we recommend for the Factory is 27 to be utilised as follows:—

Out Works Manager's Correspondence, &c.	..	..	2
Clerical work connected with estimates, indents, general correspondence and typing	..	..	5
Assistant Accountant's Branch	..	..	13
Stores	..	..	7
			<hr/>
			27
			<hr/>

The reduction in numbers should be effected gradually as retirements of the members of the Factory Clerical Service occur. The eventual cadre of clerks should be:—

Class II.	..	..	..	..	2
Class III.	..	..	..	..	25
					<hr/>
					27
					<hr/>

1239. *Factory Stores*.—We consider that there is not sufficient work at the Factory Stores to justify a post of Assistant Storekeeper which carries a salary of Rs. 540—40 and 80—Rs. 1,780. We recommend that this post be abolished and the duties of the post be carried out by the senior clerk of the stores clerical staff.

1240. *Factory Stores Advance Account*.—We also recommend that the Factory should be allowed a Stores Advance Account on which it could carry certain stock items, the annual requirements of which could be more or less correctly forecast. We understand that there are about 200 such items. The Factory has already advance accounts for timber and foundry materials. These might all be amalgamated into one advance account. The carrying of stock items by the Factory Stores will reduce the number of requisitions on the Government Storekeeper with resultant saving in work and economy in transport.

1241. *Proposed Cadre*.—The Director has agreed to the above proposals. The cadre at the Factory, according to the organization we propose, will be as follows:—

Factory Engineer	..	..	..	..	1
Assistant Factory Engineers	..	..	..	..	4
Assistant Accountant	..	..	..	..	1
Assistant Engineer	..	..	..	..	1
Junior Assistant Factory Engineers	..	..	..	..	2
Shop Foremen	..	..	..	..	4
Assistant Shop Foremen	..	..	..	..	4
Minor Supervisor	..	..	..	..	1
Storekeeper	..	..	..	..	1
Draughtsmen	..	..	..	..	2
Clerks	..	..	..	..	27
Timekeepers	..	..	..	..	6
Book-binder	..	..	..	..	1
Peons	..	..	..	..	2
Messengers	..	..	..	..	8
Bicycle Orderly	..	..	..	..	1
Watchers	..	..	..	..	5
Plan Printer	..	..	..	..	1

General.

1242. We state below our recommendations relating to District Engineers, Assistant Engineers, &c., which have been agreed to by the Director of Public Works.

District Engineers.—The number to be reduced from 29 to 19, subject to a further reduction by one when the post of District Engineer, Head Office, is abolished. The 19 District Engineers are to be distributed as follows:—

In charge of Districts	16
Head Office (temporary)	1
Acting appointments in higher grades, &c.	2
	<hr/>
	19

Assistant Engineers.—The number to be reduced from 22 to 20, and to be distributed as follows:—

In charge of smaller Districts	12
Engineering Assistant's Office	1
District Engineer, Buildings', Office	2
District Engineer's Office, Kandy	1
Factory	1
Contingencies, leave, &c.	3
	<hr/>
	20

Temporary Junior Assistant Engineers and Temporary Junior Assistant Architects.—The number of these posts to be retained at 7 Junior Assistant Engineers and 3 Junior Assistant Architects. These posts exist for the purpose of training and qualifying Ceylonese for higher appointments. Appointments to these grades should be made only in anticipation of vacancies in higher grades.

Inspectors.—The number to be reduced from 20 to 17 and to be distributed as follows:—

Divisional Offices	6
Major District Offices	7
District Engineer, Buildings', Office	2
On Bridge works	2
	<hr/>
	17

Sub-Inspectors.—The permanent strength of these posts to be increased from 30 to 35 on the understanding that there will be a corresponding reduction in the number of Temporary Sub-Inspectors of whom there are 20 at present.

Draughtsmen.—The permanent number to be reduced from 51 to 46, and to be distributed as follows:—

Engineering Assistant's Office	7
Architectural Assistant's Office	21
District Engineer, Buildings', Office	1
Divisional Offices	12
Factory	2
Contingencies, leave, &c.	3
	<hr/>
	46

The number of temporary Draughtsmen employed should be regulated according to work in hand.

Subordinate Staff.—The following posts are to be abolished:—

Binders	3
Peons	8
Messengers	7
Storemen	5
Watchers	7

1243. The alterations in the staff provided in the 1938-39 Estimates as the result of our recommendations are as follows:—

Designation.	Number provided in 1938-39. Estimates.	Number Recommended.
1. 2nd Assistant Director ..	1 ..	—
2. Provincial Engineers ..	9 ..	6
3. District Engineers ..	29 ..	18*
4. Assistant Engineers (inclusive of A. E. at Factory) ..	22 ..	20
5. Inspectors ..	20 ..	17
6. Sub-Inspectors :		
(a) Permanent ..	30 ..	35
(b) Temporary ..	20 ..	15
7. Draughtsmen :		
(a) Permanent ..	48 ..	44
(b) Temporary ..	32 ..	32
(exclusive of the Factory Draughtsmen— <i>vide</i> item 22 below).		
8. Clerks :	271 ..	227
Special Class		
Class I. } 82		
Class II. }		
Class III. and } 189		
R.C.S. }		
	<u>271</u>	
		Classes I. and II.
		Head Office 24
		Div. " 12
		Dist. " 12
		<u>48</u>
		Class III. &c.
		Head Office 49
		Div. " 22
		Dist. " 108 179
		<u>227</u>
9. Stenographers ..	2 ..	1
10. Motor Car Driver ..	1 ..	—
11. Telephone Operator ..	1 ..	—
12. Book binders and Recordkeepers ..	5 ..	3
13. Peons (Head Office and Outstations) ..	22 ..	15
	<i>Daily-paid Staff.</i>	
14. Clerks ..	37 ..	—
15. Bookbinders and Recordkeepers ..	1 ..	—
16. Peons ..	1 ..	—
17. Watchers ..	18 ..	11
18. Messengers and Storemen ..	53 ..	41
	<i>Government Factory.</i>	
19. Mechanical Engineer ..	1 ..	—
20. Minor Supervisor ..	2 ..	1
21. Assistant Storekeeper ..	1 ..	—
22. Draughtsmen ..	3 ..	2
23. Clerks ..	35 ..	27
Classes II. and III.:		
General Clerical Service 8		
Factory " 27		
	<u>35</u>	
		Classes II. and III.:
		General Clerical Service
		Class II. 2
		Class III. 25
		<u>27</u>
24. Bicycle Orderly ..	— ..	1
	<i>Daily-paid Staff.</i>	
25. Clerk ..	1 ..	—
26. Peons ..	2 ..	1
	<i>P.W.D. Stores.</i>	
27. P.W.D. Storekeeper ..	1 ..	—
28. Assistant P.W.D. Storekeeper ..	1 ..	—
29. Assistant Timekeepers ..	1 ..	—
30. Clerks, F.C.S. ..	6 ..	—
31. Messengers ..	1 ..	—
	<i>Daily-paid Staff.</i>	
32. Peon ..	1 ..	—
33. Bicycle Orderly ..	1 ..	—
34. Watchers ..	2 ..	—

* Excludes one post allowed temporarily.

1244. *Savings*.—The reductions recommended by us are estimated to produce the following savings:—

Personal Emoluments.—

	Rs.	Rs.
Salaries :		
2nd Assistant Director	18,000	
3 Provincial Engineers	49,500	
11 District Engineers	120,450	
2 Assistant Engineers	10,400	
3 Inspectors	9,180	
4 Draughtsmen (permanent)	6,336	
44 Clerks	77,820	
1 Stenographer	1,176	
1 Telephone Operator	732	
1 Motor Car Driver	1,320	
2 Bookbinders and Recordkeepers	840	
7 Peons	2,352	
Daily -paid Staff :		
37 Clerks	18,870	
1 Bookbinder and Recordkeeper	420	
1 Peon	336	
7 Watchers	2,352	
12 Messengers and Storemen	2,952	
Government Factory :		
Factory Engineer (alteration in salary)	3,000	
1 Mechanical Engineer	12,386	
1 Minor Supervisor	1,750	
1 Assistant Storekeeper	1,780	
1 Draughtsman	3,540	
8 Clerks	9,280	
Daily-paid Staff :		
1 Clerk	510	
P. W. D. Stores :	Rs.	
1 P. W. D. Storekeeper	3,100	
1 Assistant P. W. D. Storekeeper	1,727	
1 Assistant Timekeeper	639	
6 Clerks	5,752	
1 Messenger	288	
Daily-paid Staff :		
1 Peon	2,500	
1 Bicycle Orderly	}	
2 Watchers	}	
Cost of Labour	8,000	
	<hr/>	
	22,006	
Less approximate cost of staff, &c., required by Government Storekeeper	10,000	12,006
		<hr/>
		367,288
Allowances :		
Rent allowances	31,071	
Other allowances details of which appear in our Report on Salaries, Allowances, &c :—		
(i.) Duty allowance to 2nd Assistant Director	750	
(ii.) Allowance to Clerk for acting as Pay Clerk and Cashier	600	32,421
		<hr/>
		401,382
Other Charges. —		
Rent and Rates in respect of Railway Buildings used as P. W. D. Stores		1,673
		<hr/>
		401,382

Head 77.—Public Works Annually Recurrent.

1245 The following is a comparative statement of the expenditure under this Head from 1931-32 to 1938-39:—

	Rs.
1931-32	4,850,200
1932-33	4,163,699
1933-34	3,944,120
1934-35	4,350,124
1935-36	5,458,616
1936-37	5,256,911
1937-38	5,104,564
1938-39 (Estimated)	5,283,900

1246. The provision in the 1938-39 Estimates under this Head may be summarized as follows:—

	Rs.
(i.) Maintenance of Roads	3,624,350
(ii.) Grant-in-aid to Colombo Municipal Council for trunk roads, Chairmen, Urban District Councils and Road Committees ..	379,150
(iii.) Maintenance of Inland Navigation	80,000
(iv.) Maintenance of Bridges	140,000
(v.) Maintenance of Buildings	579,300
(vi.) Government Factory General Charges	81,100
(vii.) Miscellaneous	400,000
Total ..	<u>5,283,900</u>

The Director of Public Works has agreed with us that, with a certain amount of reorganization, the present rate of expenditure on some of the above items might be curtailed without loss of efficiency. Our observations on those items where reduction in expenditure is considered possible are contained below.

1247. *Maintenance of Roads.*—The provision for this purpose in the 1938-39 Estimates is Rs. 3,624,350. The Director of Public Works has already decided to reduce the provision in the 1939-40 Estimates by approximately 10 per cent. As the result of certain suggestions made by us which are indicated in the following paragraphs, the Director of Public Works agrees that it will eventually be possible, when these have been implemented, to show a further reduction, which, we estimate, should not be less than Rs. 200,000.

1248. The suggestions for reducing expenditure on Maintenance of Roads, to which the Director of Public Works has agreed, are as follows:—

(i.) *Overseers.*—(a) The number of overseers to be reduced by giving an overseer a larger road mileage to supervise than he does now. The average number of miles in charge of an overseer at present is 13. The Director of Public Works has agreed that the average number of miles could be raised to 15 to begin with, and later to 18.

(b) The number of Registered Overseers to be limited, for the present, to 60 per cent. of the total number of overseers in the Department and later reduced to 50 per cent., and to be divided into three classes with the following rates of pay:—

- Class I.—Rs. 140 to Rs. 160 by biennial increments of Rs. 10.
- Class II.—Rs. 110 to Rs. 130 by biennial increments of Rs. 10.
- Class III.—Rs. 50 to Rs. 100 by biennial increments of Rs. 10.

The number of posts in Classes I., II. and III., to be in the ratio of 1 : 6 : 36.

(c) The maximum number of unregistered overseers employed in each district to be fixed by the Director of Public Works and not to be exceeded without his authority.

(ii.) *Road Metal.*—The practice of piling metal in excess of visible requirements just because funds are available should be stopped. The Director has already issued instructions that, as transport by lorry is now the usual practice, metal should in future be piled only just shortly before any mile or portion of it is to be re-conditioned. He has also agreed to issue further instructions that metal should always be piled as close as possible to the spot where it will be actually required for use, so as to avoid payment to overseers on account of re-transport of metal from the depôt to the actual laying place.

(iii.) *Departmental Schedule of Rates.*—The rates to be carefully revised with a view to reducing them. Some items which could be reduced are:—

(a) *Transport.*—The rates for transport as approved in the Departmental Schedule of Rates for 1938-39 for certain districts are higher than the rates appearing in the original Departmental Schedule of Rates which was in force from 1931 to 1937 for other works. The rates for transport, especially for the first and subsequent mile, should be reduced.

(b) *Tarring Road Surfaces: Sand for blinding.*—The rate for this item includes wages of 2½ labourers for a day for washing a cube of sand. The Director of Public Works states that this item for washing sand was included by error and that it will be deleted, and the rate correspondingly reduced.

Bitumen surfacing.—These rates include the rate provided under the item referred to above for supply of sand for blinding. With the revision of the rate against this item by the deletion of the item for washing sand, the rates for bitumen surfacing, too, should be reduced proportionately.

(c) *Breaking and piling Rubble and Metal.*—Each of these items includes a certain sum per cube for "piling and preparing depôts". This is an "item" not based on any data and the rate allowed for this varies from 25 cents in certain districts to 50 cents in other districts. These rates appear to have been fixed at random. For example, in Jaffna where the wages of a labourer have been fixed at 80 cents the rate fixed for "piling and preparing depôts" is 25 cents; but in Colombo where the rate of pay for a labourer is 75 cents per diem a rate of 50 cents has been fixed for the above item. There is no reason why this rate should not be reduced to a uniform rate round about 25 cents for all districts.

(d) *Metal consolidation.*—The rate for each of these items includes wages of roller staff. Although the rates have been fixed for each district separately, the rates adopted as wages are in certain districts higher than the actual rates paid. In Colombo North, for example, the following are the rates on which the Departmental Schedule of Rates are based and the rates actually paid:—

	Rates on which Departmental Schedule of Rates are based.		Actually Paid.
	Rs.	c.	
Steam Roller Driver	2	50 per diem	1 50 & 2. 0
Fireman	1	25 " "	1 0
Watcher	0	75 " "	0 60

The rates on which the Departmental Schedule of Rates are based in this case might be reduced to Rs. 2, 1, and 60 cents, respectively. Similarly, rates in other districts could also be reduced.

(e) *Labour Rates in Districts.*—The rates in the Departmental Schedule of Rates have been worked out after carefully analysing the details of labour involved for each work at the prevailing labour rates. Although these rates do not exceed the maximum labour rates fixed for the respective provinces, it is felt that in certain cases the rates fixed are higher than the rates actually paid by private contractors in the district. If therefore these rates are carefully scrutinized in the Head Office and the rates in the various districts compared with one another, further reductions in the rates should be possible. We do not suggest that the men should be underpaid, but we feel that in certain cases the rates fixed are too high compared with the rates fixed for the adjoining districts.

(iv.) *General Upkeep of Roads.*—The works coming under this item include:—

patching,
sanding,
weeding,
cutting long grass,
cutting small scrub jungle,
surface drainage, &c.

In the case of the Colombo-Galle Road this item accounts for nearly 5 per cent. of the road maintenance vote. At present, as a rule, the overseers are paid a regular monthly sum on account of this work at rates varying from Rs. 5 to Rs. 20 per mile. The Director has agreed to issue a circular instructing the District Engineers that their rates should be revised, so that they will, in no case, exceed the value of work performed.

1249. *Maintenance of Inland Navigation.*—The provision for this purpose in the 1938-39 Estimates is Rs. 80,000. The Director of Public Works has agreed that the provision in the 1939-40 Estimates need not exceed Rs. 76,000.

1250. *Maintenance of Bridges.*—The provision for this purpose in the 1938-39 Estimates is Rs. 140,000. The Director of Public Works stated that he would endeavour to show a saving on this in actual working.

1251. *Maintenance of Buildings.*—The provision for this purpose in the 1938-39 Estimates is Rs. 579,300, which appears to be excessive. The Director of Public Works has promised to see if this amount could be reduced.

We would, however, make the following observations:—

(a) *Schedules of Rates.*—The maintenance of buildings in Colombo city has been carried out on contract for some years. This system has now been extended to other parts of the Island. When calling for tenders a schedule of rates prepared by the Department for various items of work is issued to the contractors requesting them to state at what percentage 'off' those rates they are prepared to carry out the work, and the tender which quotes the highest percentage 'off' is accepted. Although previously 'off' rates were invariably quoted, 'on' rates were quoted last year. In view of this the Director of Public Works has agreed that rates in the schedules should be reduced to the barest minimum possible.

(b) *Maintenance of Circuit Bungalows*—A sum of Rs. 14,000 is provided in the Estimates for 1938-39 for the maintenance of departmental circuit bungalows. Out of 42 bungalows which were being maintained last year only 25 are now left, the rest having been closed down. The Director of Public Works has agreed to close down all the remaining bungalows with the exception of those that are actually required and cannot be dispensed with. It is expected that there will not be more than about 6 left.

1252. *Miscellaneous.*—The provision for this purpose in the 1938-39 Estimates is Rs. 400,000. The Director of Public Works has agreed that the provision in the 1939-40 Estimates need not exceed Rs. 380,000. We consider that a further reduction would be possible on this vote if the expenditure on "purchase of and repairs to tools and plant" is more closely supervised. The Director of Public Works has agreed to look into the matter.

Head 78.—Public Works Extraordinary.

1253. We give below the expenditure on Public Works Extraordinary for each of the financial years 1931-32 to 1937-38:—

Year.	Rs.
1931-32	1,157,549
1932-33	522,014
1933-34	644,919
1934-35	1,560,950
1935-36	1,785,126
1936-37	2,504,728
1937-38	2,920,741

The provision in the 1938-39 Estimates for extra-ordinary works is Rs. 3,517,733. It is from this Head that expenditure is incurred on new works and buildings, additions and improvements to buildings, new roads, additions and improvements to roads, bridges, etc.

1254. In the majority of the cases the provision included in the annual Estimates under this Head has been made before detailed plans, specifications and estimates have been worked out and before the financial implications have been properly examined by the Treasury. After the annual Estimates are sanctioned the departments concerned call upon the Director of Public Works to prepare plans and estimates for the full amount voted. The result is that, even though the plans and estimates are at this stage examined by the Treasury, there is a tendency to spend up to the full amount voted. We therefore recommend that, ordinarily, before provision is included in the annual estimates for new works, buildings, etc., on the initiative of the Heads of Departments, the Public Works Department should be called upon to make a preliminary report on the feasibility of the proposal and its cost. Then the matter should be fully thrashed out between the Department concerned and the Treasury both as regards the necessity for the work and financial commitments as regards capital cost and maintenance. The matter should be submitted to the Executive Committee only if these two parties are satisfied that the work should be proceeded with. The present method whereby, a few months before the Supply Bill is introduced the Treasury asks the Departments to submit for consideration proposals for new works to be included in the Supply Bill is unsatisfactory. Proposals for new works should be submitted to the Treasury for consideration throughout the year, and only those items which have been fully discussed and passed in the manner stated above should be included in the annual Estimates.

We would also suggest that even where Public Works proposals are made on the initiative of Ministers and Executive Committees, sufficient time should be allowed for careful examination and preparation of plans and estimates by the Public Works Department and subsequent review by the Treasury, before their inclusion in the Estimates.

1255. We also observe that where works are carried out on contract and the amount of the contract is less than the sum voted, there is a tendency on the part of the Departments concerned to ask for various extra works to be carried out from the balance available. We consider that this should not be allowed save in very exceptional cases. When the estimates are prepared all necessary works should be provided for and tenders should cover the entire work. The maximum on account of "extras" etc., by which a contract amount may be varied by the Director of Public Works without reference to the Treasury is now fixed at 20 per cent. We recommend that it might be reduced to 10 per cent.

1256. In the course of our investigations we found it possible to make amendments to the building programme of certain Departments, with a view to effecting economy in the cost of new buildings provided for in the current Estimates. The following are some of the chief items under which substantial savings were obtained:—

Civil Medical Stores.—It was proposed to construct a new building to house the Civil Medical Stores at a cost of Rs. 200,000 and a sum of Rs. 10,000 was

provided in the current year's Estimates for preliminary operations. On our suggestion the abandoned Machine Shop of the Railway workshops at Maradana was inspected by the Deputy Financial Secretary with the representatives of the Railway, Medical and Public Works Departments and the Retrenchment Commission. It was agreed that this building could be altered and improved to suit the purpose. It is anticipated that the cost of reconditioning the building and rendering it suitable for the Medical Stores would be under Rs. 50,000. The saving in the capital cost as a result of this arrangement is estimated to be Rs. 150,000.

Ceylon Technical College.—The following provisions appear in the current Estimates for extensions to existing buildings:—

	Rs.
(i) Head 78, sub-head 71, Extensions to the Ceylon Technical College ..	395,000
This provides for a new building including Library, Class Rooms, Lecture Theatre, Mechanical and Electrical Laboratories, Materials, Testing Hydraulics, Applied Mechanics, Physics, Geology and Chemistry Laboratories, as well as accommodation for advanced research.	
(ii) Head 78, sub-head 231, Acquisition of land, Ceylon Technical College .	40,000
(iii) Head 78, sub-head 232, Acquisition of the bungalow "St. Margarets" from the Railway Department ..	20,000
The above lands are the sites on which the new buildings are proposed to be erected.	

We asked the Principal, Technical College, to consider whether the present University College buildings would not be suitable for the future Technical College when the University is established in Peradeniya and he has reported that our suggestion is quite a practicable proposition. For the present, additional temporary extensions at a cost not exceeding Rs. 10,000, might, however, become necessary for additional classrooms and laboratory accommodation. The above proposal to shift the Technical College to Thurstan Road, if given effect to, will result in a saving of approximately Rs. 445,000 made up as follows:—

	Rs.
Estimated cost of Extensions to the existing buildings ..	455,000
Less cost on temporary extensions ..	10,000
	445,000

New Buildings for the Government Stores Department.—In the Loan Scheme of 1937 a sum of Rs. 1,250,000 was reserved for 'New Buildings for the Government Stores Department'. Several expensive plans for the New Stores were drawn up and it was later decided to limit the expenditure to Rs. 500,000 for new buildings to be erected in Mac Callum Road East on approximately 4 acres of reclaimed land. In our report on the Railway Department we recommend that the Railway Stores be amalgamated with the Government Stores and that the amalgamated Stores be accommodated on the site of the present Railway Stores with suitable additions to the existing Buildings. The Government Storekeeper will require, in addition, approximately 90,000 square feet of covered store area, which can be met by erecting additional buildings on the grounds of the present Railway Stores at a cost which is estimated not to exceed Rs. 300,000. The resultant saving would be:—

- (i.) Saving of the site on Mac Callum Road for the proposed Government Stores, in extent 4 acres.
- (ii.) Saving on the new buildings to the extent of Rs. 200,000.

1257. *Expenditure on Rented Premises in Colombo.*—Several Government Offices and institutions in Colombo are housed in private buildings leased for the purpose and for which high rents are being paid. The annual provision for payment of rent for these buildings amounts to over Rs. 183,000. As Crown land is

available in the Fort area, we consider that it will be much more economical in the long run for Government to put up a large building to house most of these offices. A sum of Rs. 2,000,000 was allocated under the 1937 Loan Scheme for "New Office Accommodation in Colombo." We understand that certain proposals have been under the consideration of Government for some time past. We would advise a very early decision in the matter so that accommodation may be found without much delay for the Departments now using rented premises.

Head 79.—Civil Aviation.

1258. The Director of Public Works is also the Director of Civil Aviation, with the District Engineer, Head Office, as the Deputy Director of Civil Aviation. The staff provided for this service in the 1938-39 Estimates consists of:—

Clerks (General Clerical Service):

Class II.	1				
Class III.	2				
Air Guards	..	..	..	..	3
Watchers	..	..	..	..	2
Labourer	..	..	..	..	2
					1

1259. With the abolition of the post of District Engineer, Head Office, which we have recommended, it is proposed that the duties of Deputy Director of Civil Aviation should be carried out by one of the Secretaries to the Minister of Communications and Works, in addition to his other duties. The Minister has agreed to this proposal.

1260. As this is a new department we are not in a position, at this stage, to gauge the development of Civil Aviation in the Island and the resultant work therefrom. We do not, therefore, propose any reduction in the establishment provided in the 1938-39 Estimates. We have also agreed to the creation of a post of Aerodrome Traffic Officer.

1261. A sum of Rs. 2,000 is provided under Sub-head 4 for two visits a year of Indian Aircraft Inspectors. We would suggest that the Department should look into the questions, (1) whether the Aero Club Ground Engineer should not be appointed to perform part-time duty as Aircraft Inspector on payment of a small allowance, and (ii) whether the cost of this inspection should not be met by the Aero Club itself, as is done, we understand, in most other countries.

1262. We recommend that the establishment provided for Civil Aviation, and the other expenditure incurred under this head should be examined by the Treasury in about 2 years' time when the work of the department will have become stabilised. Our recommendations on the allowances provided under this Head, estimated to result in a saving of Rs. 300 per annum, appear in our Report on Salaries, Allowances, &c.

Head 80.—Railway Department.

1263. This Head of expenditure was first introduced into the Budget in 1934-35 in order to make provision from General Revenue to meet the loss on working the Railway. The expenditure under this Head, which has since been an annual feature, is as follows:—

					Rs.
1934-35	..	..	..	..	638,245
1935-36	..	..	..	..	2,838,593
1936-37	..	..	..	..	4,050,432
1937-38	..	..	..	..	4,139,532
1938-39 (estimated)	..	..	..	..	4,830,000

Head 81.—Electrical Installation in Government Buildings.

1264. Provision is made under this Head for the maintenance of all electrical installations in Government buildings and for new works. The total cost of staff, &c., maintained by the Electrical Department for Government works (including over-head charges) are charged to this vote. The staff employed are dealt with in our Report on the Electrical Undertakings.

Summary of Savings.

1265. The following is a summary of savings effected in the Departments under the Executive Committee of Communications and Works, excluding the Railway and Electrical Departments:—

	Rs.
Colombo Port Commission	22,618
Post Office and Telegraph	681,744
Public Works Department	401,382
Public Works Annually Recurrent	200,000
Civil Aviation	300
	<hr/>
	1,306,044
	<hr/>

CHAPTER XIV.

CEYLON GOVERNMENT RAILWAY.

1266. We give below the annual expenditure and revenue of the Railway from 1928-29 to 1938-39:—

Year.	Personal Emoluments.	Other Charges.	Provision for Renewals.	Total Expenditure.	Gross Revenue.
	Rs.	Rs.	Rs.	Rs.	Rs.
1928-29	.. 12,893,173	.. 10,666,305	.. 2,437,421	.. 25,996,899	.. 32,498,947
1929-30	.. 13,048,110	.. 9,813,209	.. 2,223,801	.. 25,085,120	.. 29,650,683
1930-31	.. 12,857,412	.. 9,052,836	.. 1,899,328	.. 23,809,576	.. 25,324,379
1931-32	.. 12,291,170	.. 8,296,476	.. 1,101,218	.. 21,688,864	.. 22,024,355
1932-33	.. 11,588,859	.. 7,210,531	.. 519,850	.. 19,319,240	.. 19,711,602
1933-34	.. 11,458,759	.. 7,306,397	.. 178,000	.. 18,943,156	.. 20,980,422
1934-35	.. 11,501,494	.. 7,018,507	.. 391,325	.. 18,911,326	.. 18,273,081
1935-36	.. 11,594,402	.. 7,580,761	.. 412,651	.. 19,587,814	.. 16,749,221
1936-37	.. 11,582,530	.. 7,138,300	.. 1,634,213	.. 20,355,043	.. 16,304,611
1937-38	.. 11,267,766	.. 8,891,069	.. 109,226	.. 20,268,061	.. 16,128,529
1938-39 (approx.)	.. 11,125,000	.. 8,705,000	.. —	.. 19,830,000	.. 15,000,000 (anticipated)

The absence of provision for renewals in 1938-39 is due to the fact that the system of accounting was altered that year. Under the new system, which is based on the annuity principle of providing for renewals and capital works, the former method of providing for renewals and capital works was replaced by advances from Government repayable over the lives of the respective assets together with interest.

Introductory.

1267. Owing to the gradual decline in Railway revenue, the question of retrenchment in the Railway Department was taken up so far back as 1931, and various measures were adopted, from time to time, with a view to reducing expenditure without affecting the safety working of the Railway or the services rendered by it to the public.

1268. In 1936, a Special Commission was appointed by the Secretary of State for the Colonies to examine and report generally upon the transport system in the Island, and to indicate the proper place of the Ceylon Government Railway in that system and the measures necessary to enable it to take that place without continuing to be a charge on the general revenue of the Island. This Commission made various recommendations affecting the Railway which are found in Sessional Paper XII. of 1937.

1269. As the recommendations of the Commission involved a detailed study of the administration of the Railway Department before a decision could be arrived at, an Advisory Committee was appointed to report on specific recommendations of the Commission. This Committee, in turn, appointed a Sub-Committee consisting of—

Mr. C. H. Collins, C.C.S., (Chairman)
 Mr. O. E. Goonetilleke, Auditor-General, with
 Mr. W. A. de Silva, C.C.S., (Secretary)

to make definite recommendations to the Minister for Communications and Works. This Sub-Committee, with the assistance of the Railway Management, investigated the various aspects of Railway working and submitted a detailed report as regards the retrenchment measures to be adopted, effecting an estimated saving of Rs. 1,926,994 (Rs. 1,869,604 as subsequently amended by the Executive Committee for Communications and Works). The report of the Sub-Committee and the decision of the Executive Committee thereon are contained in Sessional Paper XXVII. of 1937. The recommendations which could be put into effect immediately have already been carried out by the Railway Department and the others are being given effect to gradually.

1270. Our field of investigation, therefore, has necessarily been limited, especially in view of the fact that the Chairman of this Commission was also a member of both the Advisory Committee and of the Sub-Committee referred to above. We deal below with the items where we consider that further economies are still possible.

1271. In this connection, it should be mentioned that, in most cases, the suggestions for economies emanated from the Railway officials themselves.

General Manager's Office.

1272. *Headquarters Staff.*—As regards the position of the Executive Staff of the General Manager's Office, we can do no better than reproduce below the report of the Advisory Sub-Committee referred to in the preceding section:—

“*Retrenchment at the “Top”.*—It has been suggested that there had been no retrenchment at the top but, in fact, this is not the case. We found, for instance, that one officer was filling the functions of Deputy General Manager (Operating) which corresponds roughly to the proposed Superintendent of the Line, and Deputy General Manager (Commercial) corresponding to the proposed Chief Commercial Assistant. This arrangement was very definitely one of retrenchment and, in fact, went too far as it threw an almost impossible burden on one officer. We proposed at an early stage of our proceedings, and the proposal was approved, that the posts should be at once separated. In addition, the posts of Assistants to the General Manager of the Railway are not fully staffed now. We think that credit is due to the senior officers of the Railway all of whom, except the Mechanical Engineer, are at present “acting”, for carrying on with the reduced staff in such difficult conditions.”

The only post of Assistant to the General Manager (Administrative), which remained in existence at the time of the investigations of the Advisory Sub-Committee, has also since been suppressed, and no further retrenchment is possible in this direction.

1273. In this connection we note with great concern that no decision has yet been arrived at in regard to the appointment of an officer to the post of General Manager which has been vacant since March 9, 1936. The officer who is functioning in this post has been acting ever since the post fell vacant. We fully agree with the remarks of the Advisory Sub-Committee that acting arrangements, which are not necessitated by officers proceeding on long leave, do not make for efficiency or contentment in the service, and we recommend that steps be taken immediately to appoint an officer permanently to this post. Our remarks in regard to the post of General Manager apply with equal force to the posts of Superintendent, Organization and Staff, and Commercial Superintendent.

1274. We have discussed the question of filling the latter posts with the Acting General Manager. He states that one of the main objects of the re-organization scheme introduced in 1924-25—*vide* Sessional Paper XXVI. of 1924,—was to enable officers to specialize in well-defined groups of related subjects and qualify themselves through the branches in which they had specialized to fill vacancies in the higher grades, *e.g.*, Deputy General Managers. For example, it was intended that a probationer on the mechanical side, on completion of his training, should receive appointment as Assistant Divisional Transportation Superintendent (Relief—Mechanically trained) and thereafter as Assistant Divisional Transportation Superintendent (Operating) (Mechanically trained) from which grade he became eligible for promotion through the grades of Assistant to General Manager (Operating) (Mechanically trained) and Divisional Transportation Superintendent, to the grade of Deputy General Manager (Operating) (Mechanically trained). Similarly, a probationer on the non-mechanical side would have been eligible for promotion to the grade of Deputy General Manager (Commercial) or Deputy General Manager (Administrative) according to his training.

He further states that, as a result of spasmodic reorganization and retrenchment measures adopted from time to time, the original idea in regard to the line of promotion has been completely upset. In his opinion the three posts of Deputy General Manager—the designations of which have been altered, with effect from October 1, 1938, to Superintendent, Organization and Staff, Operating Superintendent and Commercial Superintendent—should, in the interests of efficiency and smooth working, be filled by officers who have specialized in the respective branches of work, but unfortunately the organization as it exists to-day does not provide for this. He, therefore, considers it absolutely essential that a scheme should be devised with a view to ensuring that the officers holding these posts, who incidentally have no Assistants now, should remain in their respective posts for reasonably long periods to maintain continuity of policy and procedure.

After reviewing all the circumstances of the case the Acting General Manager is of the opinion that the solution to the problem is to place two of the three posts of Superintendent, Headquarters, on the same status and salary as the Divisional Transportation Superintendents, Nawalapitiya and Anuradhapura: the other officer should, in addition to his own designation, be known as Deputy General-Manager. The latter, naturally, will be the senior officer and will retain the present scale of salary.

1275. According to his scheme, the two junior Superintendents will be on the same scale of salary as the Divisional Transportation Superintendents, Nawalapitiya and Anuradhapura, and as such they will continue to remain in the Headquarter Office until such time as the post of Divisional Transportation Superintendent, Colombo (salary £1,000—50—£1,100) falls vacant when the senior officer on the lower scale of £900—40—£1,020 will be eligible for promotion to that post. The Divisional Transportation Superintendent, Colombo, will be the only officer eligible for promotion to the post of Deputy General Manager and Superintendent, Organization & Staff, Operating or Commercial, as the case may be, unless there is a more suitable officer in another Sub-Department. He adds that the organization suggested above, besides providing for the necessary training and specialization in the various branches, will enable all the officers in turn to gain experience as Divisional Transportation Superintendent in charge of the premier Division of the Railway, and that there will always be one officer who can be relied upon to act for the General Manager during his absence on short leave, inspections, &c.

The Acting General Manager assures us that these proposals are in the best interests of the service both from the point of view of efficiency and of the officers themselves and he strongly recommends their adoption.

1276. At present the three Superintendents at Headquarters are of the same status and on the same scales of salary, whereas according to the organization suggested by the Acting General Manager two posts will carry a lower scale, viz., £900—40—£1,020, while the third will be on the existing scale of £1,150—50—£1,300. Consequently, apart from the other administrative advantages enumerated by him, there will be a saving in salaries of £500 per annum on the initial (£1,150—900) \times 2 and £560 per annum on the maximum (£1,300—1,020) \times 2.

We see no objection to the adoption of the scheme suggested by the Acting General Manager.

1277. The post of Superintendent, Organization & Staff, has been vacant for a fairly long time, and we consider that early arrangements should be made to fill the post which was rendered vacant by the retirement of an officer. We also understand that the officer who is now acting in the post is giving entire satisfaction, although he has had to do without any of the assistance afforded to the officers who held the post previously and despite the heavy work he has been called upon to perform in connexion with the various Committees and retrenchment proposals.

1278. No permanent arrangement has yet been made in regard to the post of Commercial Superintendent. The officer who was specially delegated to do this work has since left the service on termination of his agreement and an officer of the Department is covering up the duties of the post since February 1, 1939. We consider that the main thing which is wrong with the Railway management at present is the absence of really capable and experienced commercial direction. We would record the great need for a strong commercial side.

1279. We understand that the Treasury to whom the scheme referred to above was submitted has decided to postpone the consideration of the matter until the appointment of a General Manager (which is expected at an early date) or the expiration of three months, whichever is earlier. We recommend that these appointments should be made with the least possible delay.

1280. We give below the position in regard to Executive Staff prior to retrenchment, as recommended by the Advisory Sub-Committee and as now proposed by us:—

	Cadre prior to retrenchment.	Cadre recommended by Sub-Committee.	Proposed Cadre.
Operating :			
Operating Superintendent (Deputy General Manager, Operating) ..	1	1	1
Assistant to General Manager, Operating ..	1	—	—
Commercial :			
Commercial Superintendent (Deputy General Manager, Commercial) ..	1	1	1
Assistant to General Manager, Commercial ..	1	—	—
Administrative :			
Superintendent, Organization and Staff (Deputy General Manager, Administrative) ..	1	1	1
Assistant to General Manager, Staff ..	1	1*	—
Assistant to General Manager, General ..	1	—	—

1281. *Clerical Staff.*—The question of the cadre of the Railway Clerical Service is dealt with as a whole in paragraphs 1370-1372. It has been agreed to make the following adjustments in the clerical staff of the General Manager's Office:—

	Sub-Committee Cadre.	Proposed Cadre.	Remarks.
Operating Branch :			
Class I.) ..	7	7	Two clerks, Class I., to be replaced by two clerks, Class II.
Class II.) ..			
Class III.) ..	4	4	
Commercial Branch :			
Special Class ..	1	1	
Class I.) ..	10	10	
Class II.) ..			
Class III.) ..	11	11	
Staff and Record Branches :			
Special Class ..	1	1	
Class I.) ..	18	15	Three clerks, Class II. to be replaced by three clerks, Class III.
Class II.) ..			
Class III. and Daily-paid ..	16	19	
General Branch :			
Class II. ..	3	3	
Class III. ..	3	3	

* Suppressed on the recommendation of the Executive Committee of Communications and Works.

1282. *Summary of Savings.*—The adjustments proposed in the foregoing paragraph are estimated to produce the following savings:—

Personal Emoluments.—

	Rs.	Rs.
Clerical Service :		
(a) Difference between maximum salaries of 2 clerks, Class I., and 2 clerks, Class II. . .	2,920	
(b) Difference between maximum salaries of 3 clerks, Class II., and 3 clerks, Class III. . .	4,800	
	7,720	
Allowances, &c. :		
Rent allowance at 10 per cent. mean rate . . . . .	..	772
		8,492

Way & Works Department.

1283. *Headquarters Staff.*—The Executive Staff at the Head Office consists of:—

- 1 Engineer,
- 1 Deputy Engineer,
- 1 Assistant Engineer,
- 1 Office Assistant.

After careful consideration of the position of the Executive Staff of this Sub-Department, we are satisfied that it is not possible to abolish any of the above posts.

1284. *Clerical Staff.*—Following an inspection of the Head Office and of the District Engineer's Office, Upper District, Nanu-oya, by our Investigating Officer, the ' Case System ' of registering correspondence, with slight alterations to meet the requirements of this Sub-Department, was brought into operation. After full inquiries, certain registers and returns, which are now found to be unnecessary, have been discontinued. Further investigations, with regard to altering or modifying certain printed forms now in use, are in progress with a view to reducing clerical work.

The following is a comparative statement of the position of the clerical staff as approved on the recommendation of the Advisory Sub-Committee and as now proposed by us:—

	Sub-Committee Cadre.	Proposed Cadre.
Class I.	4	3
Class II.	21	19
Class III. and Daily-paid	43	43
	68	65

The Engineer, Way & Works, is arranging to carry out similar investigations in other offices of his Sub-Department and it is hoped that, when these investigations are complete and forms and returns discontinued where possible or modified, it may be possible further to reduce the clerical staff to 62 as follows:—

Class I.		2
Class II.		16
Class III.		44
		62

1285. *District Engineers and Assistant District Engineers.*—The position of the Executive Staff of this Sub-Department is reported to be very disquieting. The improvement of the track for higher speeds, lengthening of Foremen Platelayers' sections, reduction of the number of officers and men on the track and the various other retrenchment measures now in hand necessitate very close supervision by

qualified Engineers. One or two vacancies are likely to occur in the grade of District Engineer in the immediate future when it is reported that it will be almost impossible for the remaining staff to cope with the normal duties, quite apart from the question of carrying out the various retrenchment measures.

1286. It has been suggested that junior Engineers found surplus to requirements of the Public Works Department might be transferred to fill vacancies in this Sub-Department. We were informed that these officers cannot ordinarily be expected to, and in fact do not, possess any specialized training in Railway Engineering. It would therefore be some time before they could be of any assistance to this Department. The Advisory Sub-Committee recommended that an Engineer be recruited from abroad to fill one of the impending vacancies, but the Executive Committee of Communications and Works did not agree to this recommendation. The Minister for Communications and Works is still of the opinion that engineers found "surplus" in the Public Works Department could, after a few months' training, be employed in the Railway Department. Building work being of the same nature, whether in the Public Works Department or Railway, he believes that a qualified Civil Engineer could acquire the necessary experience of Railway track work within a few months. We consider that an early decision should be reached in the matter.

1287. *Probationary Assistant District Engineers.*—Although provision appeared in the Estimates for 1936-37 and 1937-38 for two Probationary Assistant District Engineers, it has not been possible, despite repeated advertisements, to recruit suitable candidates to fill the posts. Similar provision exists in the Estimates for 1938-39. As there appeared to be no likelihood of attracting a suitable type of recruit to the grade, the system of recruitment and training was amended to make the scheme more attractive and the posts have been re-advertised locally. Copies of the advertisements have also been forwarded to the Director of Colonial Scholars with a request that the existence of the vacancies be brought to the notice of likely Ceylon students who are now prosecuting their studies in England. The Engineer, Way & Works, has agreed to consider whether any Assistant Engineers found surplus in the Telecommunication Department could not be transferred to this grade.

1288. *Lands Office.*—The work in this office was investigated by our Investigating Staff. The possibility of the work carried out by the office being handed over to the Surveyor-General and/or the Revenue Officers was carefully examined. The Surveyor-General advised us that the Railway Department should continue to employ its own staff and carry out its surveys as at present, as the transfer of the work to his Department would not be more economical. We agreed to the office continuing under the Engineer, Way & Works.

By a simplification of office methods and systems, the Engineer, Way & Works, has agreed to reduce the staff as indicated below:—

			Sub-Committee Cadre.	Proposed Cadre.
Lands Officer	..	..	1	1
Surveyors : Grade II.	..	..	2	2
Grade III.	..	..	4	2
Draughtsmen : Class I.	}	..	4	3
Class II.				
Clerks : Class I.	..	..	1	—
Class II.	..	..	1	1
Class III and Daily-paid	..	..	2	2

It was further agreed that, when the post of Lands Officer which now carries a salary scale of Rs. 4,800—200—Rs. 6,600 falls vacant, the Head of the Branch should be called 'Senior Surveyor' and assigned the salary scale allotted to Grade I. Surveyors, Railway Department.

Until such time as the surplus staff are absorbed in other Departments, we recommend that the work on the through survey of the line and the preparation of correct gradient sections should be continued.

1289. *Draughtsmen*.—Provision appears in the Estimates for 1938-39 for 17 Draughtsmen, but we understand that there are only 14 officers now at work. The cadre recommended by the Advisory Sub-Committee is 12.

We do not propose any further retrenchment in this grade at present.

1290. *Bridge Inspector*.—The post of Bridge Inspector had been vacant for a number of years, pending settlement of the question as to whether an officer should be recruited locally or from the United Kingdom. An officer from the Public Works Department has since been appointed to the post and it has been suggested that facilities should be provided for him and other officers of the Bridge Branch to gain experience in bridge-welding work which is likely to result in economies. We commend the suggestion.

1291. *Foremen Platelayers and Assistant Foremen Platelayers*.—The number of Foremen Platelayers and Assistant Foremen Platelayers provided for in the Estimates for 1937-38 was 32 and 16 respectively, but as a result of the lengthening of Foremen Platelayers' sections with a view to reducing their number, it was considered possible to reduce the total cadre in these grades from 48 to 42, and the Advisory Sub-Committee—*vide* paragraphs 123 & 124 of Sessional Paper XXVII. of 1937—suggested a cadre of 26 in the grade of Foremen Platelayers and 16 in the grade of Assistant Foremen Platelayers. The Engineer, Way & Works, however, contends that 36 Foremen Platelayers are required to correspond to the number of Foremen Platelayers' sections as he considers that there should be a Foreman Platelayer in charge of every section. He suggests that, apart from the fact that the responsibilities of Foremen Platelayers on all sections are more or less equal, this arrangement would obviate administrative difficulties in the matter of transferring men from section to section, particularly in the malarial sections. Provision has been made in the Estimates for 1938-39, with the concurrence of the Executive Committee for Communications & Works, for 32 Foremen Platelayers and 10 Assistant Foremen Platelayers—the question of increasing the number of Foremen Platelayers to 36 with a corresponding reduction in the grade of Assistant Foremen Platelayers being left over for consideration in connection with the Estimates for 1939-40.

The Treasury has, however, agreed to a cadre of 28 and 14 respectively, and we are of the opinion that the cadre of the respective grades should be maintained as approved by the Treasury, until such time as a decision has been arrived at on the proposal to close down certain sections of the Railway. The Engineer, Way & Works, has agreed to this.

1292. *Overseers*.—We examined the cadre of Overseers in the various Branches of this Sub-Department, and we give below the cadre authorized in the Estimates for 1937-38, the cadre proposed by the Advisory Sub-Committee and the cadre agreed to by us:—

	Authorized Cadre 1937-38.	Sub- Committee Cadre.	Proposed Cadre.
Platelaying Overseers (including Road and Tarring gang Overseers) ..	88 (men)	61 (sections)	52 (men)
Building Overseers ..	25	—	16
Signal Overseers ..	10	—	10
Bridge Overseers ..	11	—	11
Workshop Overseers ..	4	—	1
Loading Gang Overseers ..	1	—	1
Crusher Overseers ..	2	—	2
Special Apprentices, &c. in training	11	—	10

The proposed sectional reorganization consequent on the reduction of Overseers recommended above would also obviate the building of three new bungalows for Platelaying Overseers at Minneriya, Welikanda, and Palugaswewa costing approximately Rs. 15,000. It is proposed to utilize the amount included on this account in current year's Estimates—*vide* item 22 of Abstract G—for putting up other bungalows included in the programme of renewal of temporary buildings by permanent buildings on the Batticaloa-Trincomalee Light Railway.

1293. *Assistant Building Foremen*.—Provision appears in the Estimates for 1938-39 for five Assistant Building Foremen. The Engineer, Way and Works, has suggested the reduction of the cadre to two, subject to the proviso that the whole question of supervisory staff in the Building Branch should be revised if and when renovation by contract becomes the general rule. We agree to the reduction offered on this condition.

1294. *Inspectors, Permanent Way*.—The Advisory Sub-Committee—*vide* paragraphs 115 and 116 of Sessional Paper XXVII. of 1937—recommended, *inter alia*, that the number of Permanent Way Inspectors be reduced from 7 to 5. At one of our preliminary meetings the Engineer, Way and Works, brought this matter up and stated that it was his considered opinion that until such time as suitable trained Assistant Engineers were available, the number of Inspectors should be allowed to remain at 6, *i.e.*, one over the number recommended by the Advisory Sub-Committee. We did not, however, feel disposed to revise the recommendation of the Advisory Sub-Committee.

1295. *Time Office Clerks and Storemen*.—Provision appears in the Estimates for 1938-39 for 8 Time Office Clerks and Storemen as follows:—

1 Class I	..	Rs. 2,160—120—3,000.
7 Class II.	..	Rs. 780—60 and 120—2,100.

We have discussed the matter with the Acting General Manager and it has been agreed to abolish this grade, the vacancies being filled by clerks in Class III. of the Railway Clerical Service.

1296. *Flying Squads*.—One of the largest items of expenditure in the Way and Works Department is in respect of the wages of the daily-paid staff. The provision appearing in the Estimates for 1938-39 on this account is Rs. 1,933,770 while the provision for all other posts is only Rs. 678,810. The possibility of effecting some economies under this item by such means as the employment of "flying squads" was investigated. The Engineer, Way and Works, explained that such schemes have proved economical only in countries where the cost of labour was high in relation to the cost of material and plant, which was not the case in Ceylon, and that it was generally in force with regard to track repair gangs only, separate gangs being employed for re-laying, re-sleeping, &c. It was also explained that an estimate recently prepared for a section 30 miles long with the normal electrical appliances usually adopted in connection with the employment of "flying squads" showed a loss of approximately Rs. 10,000 for the section. We have, however, requested the Engineer, Way and Works, to investigate the matter further with a view to ascertaining whether it is feasible and economical to adopt a modified scheme applicable to local conditions. The adoption of such a scheme, we feel sure, is likely to reduce the strength of men per track mile and bring about an appreciable reduction in the wages bill.

1297. In this connection we were informed that, with the existing labour force, it would be possible to improve the condition of the track, provided funds were made available to meet the cost of the necessary materials. We consider that it would be a source of economy if funds are provided for materials to improve the condition of the track where necessary. With this end in view, we have requested the management to investigate and report to the Government the maximum amount that could be spent per annum on ballast, &c., without having to employ additional labour.

1298. *Use of longer Rails*.—The present standard length of rail used on the Railway is 30 feet. This standard would appear to have been adopted at a time when it was considered to be the limiting length for which freight was easily obtainable. The use of longer rails, it was explained, would improve the road and save cost in joint fittings: as a matter of fact most tropical Railways with conditions similar to ours now use rails varying from 36 feet to 42 feet. It has been ascertained from the various Shipping Agencies in Colombo that 40 feet rails could now be carried and investigations are being made with a view to finding out the most economical length for adoption as a standard on this Railway.

If 40 feet rails are eventually adopted as the standard, it is estimated that the saving would ultimately be in the neighbourhood of Rs. 4,000 per annum, taking 10 miles as the average length that could be dealt with in a year.

1299. *Automatic greasing of Rails on Curves.*—The Railway has had a system in vogue whereby patrols oiled the inside of the high rail as they passed over the line in order to ease the running on highly curved sections. The Engineer, Way and Works, reports that in the recent past, the automatic greasing of high rails on curves has been developed with great success, with appreciable saving, on the British and some of the Dominion Railways, although the practice does not appear to have been developed largely as yet in the United States of America or on the Continent of Europe. In some cases the increase in rail life is said to be five times as much, besides the added savings in respect of wheel wear, more power and better running.

The Railway Department has been in correspondence with the Crown Agents for the Colonies and inquiries are now being made from the New South Wales Railways, where the system is said to be in force, as to the most suitable "grease" to be used.

If results similar to those in other Railways are obtained, the ultimate saving is estimated to be between Rs. 40,000 and Rs. 50,000 per annum.

1300. *Seasoning of Sleepers.*—The present practice on the local Railway is to put sleepers in the track immediately on receipt. It is generally accepted that the extra life given to timber by seasoning it justifies the cost of locking up the capital value of the stock.

The British Railways and the Federated Malay States Railways, to quote only two instances, usually carry a year's supply of sleepers in hand. The deputation from Western Australia which was in this country recently strongly recommended the stocking and seasoning of sleepers. The Railway Department had already been considering the matter and had discussed it at meetings of the Advisory Sub-Committee, although no definite steps have yet been taken in this direction. We understand that this matter has been discussed more recently at the Tender Board and that the Railway Department has been requested to report to the Treasury on the subject as soon as possible.

The Engineer, Way and Works, is of the opinion that, assuming the overall average life of a sleeper to be 12 years, there would be an ultimate saving of approximately two lacs of rupees per annum. If eventually an average overall life of 14 years is obtained—this is reported to be the average life of a sleeper on the Federated Malay States Railway—the ultimate saving would be about 3½ lacs of rupees per annum.

This is a fruitful source of economy and we recommend that the Stores Advance Account of the Railway Department be increased to permit of the purchase of a sufficient quantity of sleepers to be seasoned for a year. The interest paid on such Advance Account would be negligible compared with the possible savings.

1301. Connected with this question of increasing the life of sleepers is the use of bearing plates under the rails. It has been explained to us that in the Eastern States of the United States of America and in France and Germany, where flat bottom rails are used, their use is universal. Experiments are now being carried out with some of these plates, which have been turned out in the Ratmalana Workshops, but it is difficult at this stage to give an estimate of the possible savings, should the experiment prove successful.

1302. *Gravitation loading of Rails in Railway Stores Stock Yard.*—A good deal of expenditure is now incurred by the Railway Department in unloading and loading permanent way materials from and to wagons. The Engineer, Way and Works, has been considering the possibility of reducing the expenditure and has suggested a new lay-out of the permanent way material stock yard at Colombo so that inward loads may be unloaded on a siding at a higher level than the stacks on the outward loading siding. This, it is reported, would enable the skidding of the rails, &c., by gravity from the wagon to the stack and from the stack to the wagon with consequent saving of 10 to 15 men-hours per wagon loading.

1303. *Importation of 2nd grade sleepers.*—The proposal to use 2nd grade sleepers for 2nd class lines was made in paragraph 148 of the report of the

Advisory Sub-Committee (Sessional Paper XXVII of 1937), and was accepted by the Railway Department. The estimated requirements of such sleepers is about 40,000 a year at present, but we understand that the Conservator of Forests can supply only about 11,000 this year. We therefore consider that, unless the Forest Department can be induced to supply more sleepers of this quality the Railway Department should be authorized to investigate the possibility of importing such sleepers which, needless to say, would reduce the annual expenditure of the Department on account of sleepers.

1304. *Re-conditioning of fish plates.*—In recent years, in the British Isles and in Germany particularly, considerable savings have been effected by re-pressing worn fish plates back to their original sections.

The Wedgwood Committee on Indian Railways has recommended that investigations be made in this respect. This matter, we understand, is already under investigation: the Mechanical Engineer has made dies for 88 lb. section plates and experiments in re-pressing are in hand. If these experiments prove successful, it estimated that there will be a saving of about Rs. 400 per annum per mile or, say, Rs. 4,000 per annum for the whole Railway, taking 10 miles as the average length that could be dealt with in a year.

1305. *Maintenance of buildings.*—The Advisory Sub-Committee which investigated this question in 1937 was of the opinion that the maintenance of buildings throughout the Railway should, where possible, be carried out on contract, thus eliminating the necessity for maintaining a big establishment for the purpose. We understand that it has not been possible to give effect to this recommendation, owing to difficulty in disposing of the staff that would be rendered surplus. Steps are, however, now being taken to let out on contract buildings in certain sections, and it is hoped to give full effect to the recommendation in the immediate future.

1306. Apart from the question of letting out on contract the maintenance of buildings, we have examined the possibility of effecting economy in the expenditure now incurred in the maintenance section. The Engineer, Way & Works, reports that in the past, on the plea of economy, the maintenance of buildings had been allowed to get very badly into arrear the expenditure in 1933-34 being about 85 per cent. less than in 1929-30 and that, in spite of every effort to economise, the estimates during recent years were exceeded as shown below:—

		Amount allowed. Rs.		Exceeded by. Rs.
1934-35	..	178,950	..	27,860
1935-36	..	219,000	..	35,300
1936-37	..	203,800	..	82,617
1937-38	..	267,800	..	8,500

These excesses, it is reported, have been inevitable in view of the arrears that had taken place; the average figure under the present system is approximately Rs. 280,000 per annum. The estimated expenditure for the current year is Rs. 272,900 and no saving is said to be possible on this figure. The Engineer, Way & Works, is now, however, investigating the method of preparing the building maintenance estimates and the re-organization of the Building Branch with a view to separating classes of work, including contract work, where possible.

1307. *Amalgamation of Mechanical and Electrical Signalling.*—At present the mechanical side of the Signal Branch is under the Railway Department, whilst the Post and Telegraph Department looks after the electrical appliances. At an early stage of our inquiries, we appointed the following Sub-Committee to investigate and report on the feasibility of amalgamating the two sections:—

The Acting General Manager (Chairman),
 The Engineer, Way & Works,
 The Operating Superintendent,
 The Telecommunication Engineer, with
 The Assistant Telecommunication Engineer, (Railway Signals) as
 Secretary.

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This Sub-Committee after careful investigation reported, and we agree with their conclusions, that the amalgamation is not likely to result in any economy, and that it is not practicable so long as the Postal and Railway wires remain on the same overhead routes and, where the wires are taken underground, they occupy the same cables. The separation of the circuits could only be effected by erecting a separate route for Railway wires, but the cost of such a change being prohibitive, we do not recommend that it should be undertaken.

1308. *Summary of Savings.*—The various retrenchment measures recommended above are expected to produce the following approximate savings:—

Item.	Amount.	
	Rs.	Rs.
1. Personal Emoluments:		
(i.) Clerical Staff—		
(a) Maximum salary of one Clerk, Class I. . .	4,260	
(b) Maximum salary of one Clerk, Class II. . .	2,800	
(c) Maximum salary of one Clerk, Class III. . .	1,200	
(d) Difference between maximum salary of a Clerk, Class II. and a Clerk, Class III. . .	1,600	
(ii.) Lands Officer—		
Difference between maximum salary of Lands Officer, Way and Works, and Surveyor, Grade I., of the Railway Department . . .	1,800	
(iii.) Surveyors —		
Maximum salary of two Surveyors, Class III. . .	5,100	
(iv.) Draughtsmen—		
Maximum salary of one Draughtsman, Class I. . .	4,080	
(v.) Foremen Platelayers—		
Difference between maximum salaries of 4 Foremen Platelayers and 4 Assistant Foremen Platelayers. .	9,000	
(vi.) Assistant Building Foremen—		
Maximum salaries of 3 Assistant Building Foremen. .	5,850	
(vii.) Time Office Clerks and Storemen—		
Difference between the maximum salaries of 8 Time Office Clerks, and 8 Clerks, Class III. . .	8,100	
(viii.) Overseers	38,200	
	81,990	
2. Allowances, &c.:		
Rent allowance		4,379
3. Other Charges.		
(i.) Use of longer rails	4,000	
(ii.) Automatic greasing of rails on curves	40,000	
(iii.) Seasoning of sleepers	200,000	
(iv.) Gravitation loading of rails	1,200	
(v.) Re-conditioning of fish plates	4,000	
(vi.) Cost of 3 new bungalows for Overseers not required as a result of re-arrangement	15,000	
	264,200	
		350,569

Mechanical Engineer's Department.

1309. *Headquarters Staff.*—The Executive Staff of the Mechanical Engineer's Branch consists of:—

- 1 Mechanical Engineer
- 1 Deputy Mechanical Engineer
- 1 Assistant Mechanical Engineer (Locomotive)
- 1 Assistant Mechanical Engineer (Carriage and Wagon).
- 1 Assistant Engineer (Electrical).

The Advisory Sub-Committee which examined the position of the staff in 1937 was of the opinion that the question of any changes in the organization of this Sub-Department should be left to the new General Manager when appointed. The Mechanical Engineer assures us that the retention of the existing cadre would pay many times over by way of increased production and reduced unit costs. We would, however, leave the question of the organization to be examined by the new General Manager as suggested by the Advisory Sub-Committee.

1310. *Probationary Assistant Mechanical Engineers.*—The organization of the Mechanical Engineer's Department provides for two Probationary Assistant Mechanical Engineers. It is not of course necessary that there should always be two officers in training; provision has been made at the moment for two appointments with a view to meeting probable requirements in the immediate future.

The first officer trained under this scheme completed his training as a Probationer in July, 1936, and thereafter was appointed a Junior Assistant Mechanical Engineer. Normally, he should have spent some years in the latter grade, and replacement would not have been necessary. But owing to unexpected staff changes this officer has been promoted to the grade of Assistant Mechanical Engineer with effect from October 1, 1937, thus creating a vacancy in the junior grade.

The second Probationer failed to complete the course of training and was eventually replaced by a suitable Special Apprentice who is now undergoing a two years' course of training in India. He is expected to complete the course in September, 1940.

The scheme governing the recruitment and training of candidates for the probationary grade has since been amended and it is proposed to fill the existing vacancy shortly. We have no objection to this.

1311. *Routine Work.*—In the course of our investigations, it was found that a good deal of time of the Engineering staff is spent on non-technical and routine duties, much to the detriment of the technical side. We have requested the Mechanical Engineer to look into this matter with a view to delegating as much routine work as possible to his Chief Clerk.

1312. *Clerical Staff.*—The following is the position of the clerical staff as approved by the Advisory Sub-Committee and as now proposed by us:—

	Sub-Committee Proposed	
	Cadre.	Cadre.
Class I.	2	2
Class II.	8	7
Class III. and Daily-paid	53	49

This includes the following staff which has since been transferred to the Chief Accountant's Department in connection with the amalgamation of the Accounts Branches:—

Class I.	1
Class II.	1
Class III.	11

1313. *Foremen.*—Provision appears in the 1938-39 Estimates for 9 Foremen, Grade I., and 15 Foremen, Grade II. The Advisory Sub-Committee—*vide* paragraph 175 of Sessional Paper XXVII. of 1937—recommended that the posts of 3 Foremen be replaced by Minor Supervisors. The Executive Committee of Communications and Works did not, however, agree with this recommendation and fixed the cadre at 7 Foremen, Grade I., and 17 Foremen, Grade II. We have investigated the possibility of reducing the number in this grade and after a full discussion of the matter with the Acting General Manager and the Mechanical Engineer, we consider that, in the interests of the efficient management of the Workshops, it is not desirable to make any reduction in the cadre approved by the Executive Committee for Communications and Works.

1314. The salary history of this grade, however, requires investigation. The scales of salary as now approved and appearing in the Estimates for 1938-39 are as follows:—

Grade I. (imported officer) ...	£400—25—£550
Grade I. (local) ...	Rs. 4,800—300—7,200
Grade II. (non-new-entrant) ...	Rs. 2,500—12 of 150 and 6 of 240—5,740 (Efficiency Bar at 4,300)
Grade II. (New-entrant) ...	Rs. 2,040—180—4,200 (Efficiency Bar at 3,120)

It will be observed that the Grade II. non-new-entrant scale is higher than the scale allowed to the corresponding grade in the Transportation Department, viz., Rs. 2,500—150—4,000: Rs. 4,200—200—5,400. This, we understand, is due to the fact that the scales of salary recommended by the Salaries Committee of 1928—*vide* Sessional Paper XLVIII. of 1928—were adopted with the re-organization of the Workshops—*vide* Sessional Paper XXXVIII. of 1928—in anticipation of their general adoption by Government: the recommendations in Sessional Paper XLVIII. of 1928 were not eventually put into effect owing to the financial depression.

We consider that there is no justification for this differentiation and that generally the scales allowed are rather liberal in comparison with other grades in the Government Service, especially when the fact is taken into consideration that an apprentice is appointed a Foreman after a training of about 10 years only at the age of about 30.

We are of opinion that the scales need adjustment and we deal with this in our Report on Salaries, Allowances, &c.

In this connection it may be noted that the Mechanical Engineer himself is of the opinion that so far as his Sub-Department is concerned there should be only one grade of Foremen instead of two as at present.

1315. *Special Apprentices.*—It is admitted that the rates of pay of Special Apprentices in training for the Minor Supervisory Grades in the Department are unduly high and this will no doubt be investigated by the Special Committee appointed to report on the rates of pay of daily paid employees in all Government Departments.

We wish, however, to record the fact that these Apprentices should not receive promotion to the grade of Minor Supervisor automatically on completion of their training as at present and that promotion to that grade should be dependent on the occurrence of vacancies.

1316. *Increase of Engine Mileage between repairs.*—A suggestion has been made to us by the Mechanical Engineer that the time between repairs of Engines be increased by 25 per cent. This suggestion is considered to be a promising line of economy. Based on the present average mileage per Engine and mileage between repairs, the total Engine stock passes through the Shops in 2.77 years. To meet these demands, the average number of Engines out of service for Shop repairs is 22. An increase of time between repairs by 25 per cent. as suggested would raise the turnover period to 3.75 years and reduce the number of Engines out of service to 17, thus releasing 5 Engines, at an approximate depreciated value of Rs. 200,000 for service or capital stock reduction.

According to 1937-38 expenditure a reduction of 25 per cent. would show a saving of Rs. 200,000 on repairs. But it is considered unlikely that this saving would be effected in full for the following reasons:—

- (1) The increased mileage would probably lead to greater unit costs;
- (2) There would be a rise in cost of shed service;
- (3) It would be difficult to reduce repair staff or find other work for them;
- (4) Failure during the past few years to replace over-aged Engines and Boilers.

The effect of these four points could be estimated only very roughly, but giving due allowance to these factors, it is estimated there would be a saving of at least Rs. 160,000 per annum.

1317. The Steam Rail Cars could be dealt with in a similar manner, but only to a limited extent owing to their age and condition. It is estimated that the saving on account of Rail Cars would amount to Rs. 10,000 making a total saving of Rs. 170,000.

1318. The period required to implement this scheme is estimated at 3 years and final results, of course, would be dependent on a falling tendency in the cost of materials. The Operating Superintendent and the Divisional Transportation Superintendent who are also directly concerned in the matter are in entire agreement with the proposal and will do all that is possible, so far as they are concerned, to make the scheme a success.

1319. *Use of Photostat.*—In paragraph 187 of their report, the Advisory Subcommittee recommended that the Photostat machine now possessed by the Department should be made available for reproduction work for other Departments and the fact that the Railway has this facility should be made more generally known. The machine is now producing approximately 10,000 mixed prints per annum, and it is estimated that it might be possible to increase this output to 15,000 prints per annum.

Preliminary inquiries have already been made by the Mechanical Engineer and a small pamphlet giving details of the class of work which could be handled, cost, &c., has been circulated to all Government Departments concerned.

1320. *Scrap Materials.*—In the course of our investigations, it was found that at present there is no proper system for the salvaging of usable scrap materials. The Mechanical Engineer reports that better use can be made of scrap with consequent saving to the Department, provided a suitable floor is constructed for the sorting out of such materials. We have requested the Acting General Manager to investigate the matter further with a view to making provision in the Estimates for 1939-40 for the amount required for the construction of a suitable floor.

1321. *Summary of Savings.*—The recommendations made above are estimated to produce the following savings:—

Item.	Amount. Rs.
1. Personal Emoluments:	
Clerical Staff—	Rs.
(a) Maximum salary of 1 Clerk, Class II. ..	2,800
(b) Maximum salaries of 4 Clerks, Class III. and Daily-paid	4,800
	7,600
2. Allowances, &c.:	
Rent Allowance at 10 per cent.	760
3. Other Charges:	
Increase in Engine mileage between repairs	170,000
	178,360

Transportation Department.

1322. *Executive Staff.*—The Executive Staff of the Transportation Department consisted until recently of 3 Divisional Transportation Superintendents and 9 Assistant Divisional Transportation Superintendents. The Advisory Subcommittee recommended a cadre of 3 Divisional Transportation Superintendents and 8 Assistant Divisional Transportation Superintendents. The Executive Committee for Communications & Works, however, reduced the number of Assistant Divisional Transportation Superintendents from 8 to 5 to be distributed as follows:—

Anuradhapura	1
Nawalapitiya	1
Colombo	2
Colombo Shed	1

We do not consider that any further retrenchment is possible in these grades.

1323. *Probationary Assistant Divisional Transportation Superintendents.*—Provision appears in the Estimates for 1938-39 for 4 Probationary Assistant Divisional Transportation Superintendents, but there are only 2 officers at work.

The Advisory Sub-Committee in paragraph 62 of their report recommended, *inter alia*, that suitable young Ceylonese graduates should be recruited to this grade and sent to England for Railway training. We understand that the scheme of recruitment and training for the grade has since been amended somewhat on the lines indicated by the Sub-Committee and that steps have already been taken to advertise the existing 2 vacancies.

1324. *Inspectors.*—Provision appears in the 1938-39 Estimates for 11 Inspectors. *i.e.*,

- 4 Mechanically Trained
- 4 Class I.
- 3 Class II.

The Acting General Manager has recommended the suppression of one post in Class I., and we accept his recommendation.

1325. *Foremen and Assistant Foremen.*—The following is the cadre of these grades as appearing in the Estimates for 1938-39:—

Foremen	..	..	..	5
Assistant Foremen, Class I.	..	..	..	5
Assistant Foremen, Class II.	..	..	..	11

The Acting General Manager has agreed, as a retrenchment measure, to the suppression of one post of Foreman and one post of Assistant Foreman, Class II. We accept his recommendation.

It is noted that the post of Assistant Foreman, Nanu oya, could be suppressed if and when it is decided to close down the Uda Pussellawa Line.

1326. The Assistant Foremen and Minor Supervisors have represented to us that the suppression of the posts referred to above has reduced their chances of promotion and that 3 of the Minor Supervisors have been in that grade for over 5 years. They also urged that their position has been aggravated by the recent reversion to the grade of Assistant Foreman of a Supernumerary Assistant Divisional Transportation Superintendent and a Foreman in connection with certain irregularities. The Acting General Manager, with whom we have discussed this matter, is of the opinion that, as the Minor Supervisors concerned have little or no prospect of advancement now or in the near future, owing to the reduction in the number of posts and the reversion of the two officers referred to, the retrenchment proposals be not given effect to immediately to the detriment of the 3 Minor Supervisors. After receiving a deputation from the Assistant Foremen and Minor Supervisors, we are satisfied that their chances of promotion have been affected adversely and we support the Acting General Manager's proposals.

The question of the scales of salaries for these grades and the grades referred to in paragraph 1314 is dealt with by us in our Report on Salaries, Allowances, &c.

1327. *Engine Drivers.*—The authorized cadre and salary scales of Engine Drivers, "A" Class Firemen, and Rail Car Drivers as appearing in the 1938-39 Estimates are as follows:—

			Cadre.		Salary Scale.
Covenanted	..	..	13	..	£325
Class I.	..	..	63	..	Rs. 3,000—150—4,200
Class II.	127	..	Rs. 1,920—120—3,000
"A" Class Firemen	71	..	Rs. 1,400—120—1,880
Rail Car Drivers	9	..	Rs. 1,380—20 & 120—1,880

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The actual cadre required depends on the amount of work the officers in the grade are called upon to perform, and this is determined by the number of daily booked duties, allowing a reasonable margin for Special Trains, absence due to

illness, &c. Train mileage has also a bearing on the matter, as obviously if more train mileage is run the number of drivers required to work the service must be proportionately increased if excessive overtime is to be avoided.

After discussing the matter with the Acting General Manager we are of the opinion that—

- (a) The number of posts in Class I. should be reduced, the present ratio between Classes I. and II. being rather too liberal.
- (b) The grade of "A" Class Firemen should be abolished, the employees in that grade being designated Drivers, Class III., and assigned a longer scale of salary commencing with the present minimum salary of "A" Class Firemen.

We note that it has already been decided to abolish the grade of Rail Car Driver as vacancies occur, the number in the lowest grade of Driver being increased correspondingly.

1328. The Advisory Sub-Committee did not recommend any reduction in the grade of Driver. We requested the Acting General Manager, however, to consider the reduction of the cadre by 10, and he has agreed to reduce the number by 8 and suggested the following cadre and salary scales to be made applicable to promotions in the future, which we accept. The employees already in the grade of "A" Class Firemen will be designated Drivers, Class III., on their present scale of salary. For the purpose of promotion to Class I. the present ratio of 2:1 between Classes I. and II. will be maintained, the position being reviewed again after 5 years:—

	Cadre.	Salary Scale.
Covenanted*	12	£325
Class I.	30	Rs. 3,000—150—4,200
Class II.	90	Rs. 2,040—120—3,000
Class III.	143	Rs. 1,400—60—2,000
	<u>275</u>	

1329. *Canvassers*.—Provision appears in the 1938-39 Estimates for one Chief Canvasser at Rs. 4,000—150—4,600 and six Canvassers at Rs. 2,920—120 and 140—4,260. After discussion with the Acting General Manager we are of the opinion that these small numbers do not warrant separate grades for this purpose and consider that selected members of the Railway Clerical Service should be entrusted with the duties of Canvassers. This would not only facilitate the replacement of officers whose usefulness for this special work has deteriorated, but would also effect a substantial saving.

We recommend, however, that the officers entrusted with the duties of Chief Canvasser and Canvassers be paid a non-pensionable duty allowance of Rs. 100 and Rs. 50 per mensem respectively.

1330. *Depot Master*.—There is only one officer in this grade on a salary scale of £360—24—480. We consider this scale excessive even for a non-new-entrant and recommend that when the post falls vacant the scale be reduced to £340—20—420 which is the same as the scale now assigned to Class I. Inspectors of the Transportation Department.

1331. *Gate Supervisors*.—Provision appears in the 1938-39 Estimates for 6 Gate Supervisors on a salary scale of Rs. 600—30—900. The duties of these officers consist of the supervision of the working of level crossings, the institution of cases against trespassers, the prevention of cattle trespass, &c. The necessity for the retention of this grade was discussed with the Acting General Manager who sees no objection to its abolition. The duties hitherto performed by these employees will be assigned to Station Masters, in respect of gates within station limits, and to the officers of the Way and Works Department in respect of intermediate gates.

* This grade to be abolished; Class III. to be increased as vacancies occur in this grade.

1332. *Goods Cashier and Goods Cashier's Clerks.*—Provision appears in the 1938-39 Estimates for one Goods Cashier (scale Rs. 2,920—120 & 140—4,260) and five Goods Cashier's clerks (scale Rs. 840—80—1,720). These officers deal with the collection of freight charges, &c., at the Colombo Goods Sheds. After discussion with the Acting General Manager and the other Railway Officials concerned, we are satisfied that from the point of view of convenience of the public as well as of retrenchment, the collection of freight charges, &c., at the Colombo Goods Sheds should be de-centralized, the duties being entrusted to the Warehouse Supervisors in charge of the various Warehouses. The grades of Goods Cashier and Goods Cashier's Clerk should be abolished and the officers in the grades at present should be found other suitable employment.

We understand that the Railway Management has already taken steps to give effect to this recommendation and that the re-arrangement of the duties will also render three Clerks, Class, II., spare. It entails, however, an initial expenditure of Rs. 1,100 for certain structural alterations.

1333. *Guards.*—The authorised cadre of the Guards' grades at the time of the investigations of the Advisory Sub-Committee was 394. The Operating Superintendent undertook to reduce the cadre by 29, but through a misunderstanding this number would appear to have been taken off the number then at work, viz., 370, instead of from the authorised cadre of 394 as intended. Consequently the cadre authorised by the Sub-Committee was shown as 341 instead of 365. Provision appears in the 1938-39 Estimates for 361 Guards.

For reasons given in paragraph 1327 and with a view to reducing excessive overtime, the Acting General Manager was originally of the opinion that it was not practicable to reduce the cadre to the level recommended by the Advisory Sub-Committee and considered that at least 375 Guards were required to work the present train service. He has, however, on further consideration agreed to adjust the cadre in the various classes and to work to a strength of 365 as shown below. We have accepted this proposal:—

	Authorised Cadre Estimates 1938-39.	Proposed Cadre.
Covenanted	1	1
Class I.	49	35
Class II.	102	105
Class III.	—	100
Junior Guards	87	209 .. 124
Under Guards	122	
	<hr/> 361	<hr/> 365

1334. For the present, however, we recommend that the Department should fill the vacancies at once to make up the following working strength in order to relieve the undue stagnation that now exists in certain grades. Thereafter, every other vacancy in Class I. should be left unfilled until the proposed cadre is reached:—

Covenanted	1
Class I.	47
Class II.	105
Class III.	100
Under Guards	112
	<hr/> 365

1335. *Time Office Clerks and Storemen.*—Provision appears in the 1938-39 Estimates for 10 Time Office Clerks and Storemen as follows:—

1 Class I.	Rs. 2,160—120—3,000
9 Class II.	Rs. 780—60 and 120—2,100

We have discussed this matter with the Acting General Manager and it has been agreed to abolish this grade, the vacancies being filled by Clerks in Class III. of the Railway Clerical Service.

1336. *Platform Foremen*.—Provision appears in the 1938-39 Estimates for 2 Platform Foremen on a salary of Rs. 1,200—120—2,280. We understand that it has already been decided to abolish this grade. There is only one officer in this grade at present and he is due to retire shortly.

1337. *Yard Foremen*.—Provision appears in the 1938-39 Estimates for 7 Yard Foremen on a salary scale of Rs. 1,200—120—2,280. We consider, and the Acting General Manager agrees, that the existing scale is excessive even for non-new-entrants. We recommend that in the case of appointments to this grade in future the designation be altered to Head Shunters and that the scale be reduced to Rs. 1,200—60—1,500.

1338. *Officers-in-Charge of Cabins*.—Officers-in-charge of the following Cabins have hitherto been clerks in Class II. of the Railway Clerical Service:—

	Number of Officers.
Urugodawatta East	2
Urugodawatta West	2
Urugodawatta North	1
Bloemendhal	1
Loco Junction	3
Coal Sidings	2
Transfer Siding	1
	12

The Operating Superintendent considers that the work in these Cabins could be carried out by Clerks in Class III. who have qualified themselves in the necessary departmental subjects. We see no objection to this proposal.

1339. *Revision of the rates of pay of non-pensionable monthly and daily paid Staff*.—The Acting General Manager has submitted recommendations for the re-classification and the revision of rates of pay of monthly paid non-pensionable staff. It is proposed that in certain cases the designations should be changed to meet existing conditions of service. For instance, an employee under the proposed designation 'Pointsman-Porter' could be utilised to work at small stations as Pointsman as well as Porter instead of employing, as at present, two separate men to do the work which one man could easily perform. We accepted the recommendation in principle and have referred the Acting General Manager's suggestions in regard to changes in designation and scales of salaries to a Special Committee appointed by His Excellency the Governor to examine the rates of pay of daily paid employees of all Government Departments.

1340. *Subordinate Staff at Sheds and Stations*.—The Operating Superintendent recommends the suppression of the following non-pensionable staff over and above those already approved by the Advisory Sub-Committee, and we accept the recommendation:—

Batticaloa	1 Carriage Examiner 1 Labourer
Trincomalee	1 Engine Cleaner 1 Pumping Engineman
Kankasanturai	1 Kangany 1 Carriage Cleaner 1 Engine Cleaner
Pallai	1 Carriage Examiner 1 Labourer
Madawachchi	1 Carriage Examiner 1 Labourer
Maho	1 Carriage Examiner 1 Labourer
Anuradhapura	1 Kangany 1 Fitter 2 Labourers 2 Fuelmen 2 Engine Cleaners

One post of Porter (Night Watcher) to be suppressed at each of the following stations:—

Opanaika	Bolawatte
Watapota	Kochchikade
Tiruwanaketiya	Kantalai
Kuruwita	China Bay
Eheliyagoda	Dehiowita
Madampe	Weligama
Kakkapalliya	Ahangama
Kudawewa	Gintota
Nattandiya	Kamburugamuwa
Lunuwila	Avissawella.

1341. *Coal Consumption.*—One of the largest items of expenditure on the Transportation side is on account of fuel, the amount provided in the Estimates for 1938-39 being Rs. 2,020,000.

With a view to devising ways and means of economising expenditure in this direction, a Committee was appointed consisting of the Operating Superintendent, the Mechanical Engineer and the Divisional Transportation Superintendent, Colombo, to investigate this matter. Experiments are being carried out as a result of which it is anticipated that it will be possible to reduce the present coal consumption by at least 2 pounds per mile. The saving on this account is estimated at Rs. 65,000.

1342. *Saloons.*—Particulars of saloons now in service are given below:—

No.	Description.	Age.
6757 ..	Governor's Day Saloon ..	.. 10 years
6758 ..	Governor's Night Saloon ..	.. 20 years
6754 ..	Chief Secretary's Saloon ..	.. 41 years
6759 ..	General Manager's Saloon ..	.. 8 years
632 ..	Saloon for General Officer Commanding the Troops, Chief Justice and Tourists ..	.. 43 years
6756 ..	Chief Officers' Saloon ..	.. 37 years
6755 ..	Observation Saloon ..	.. 49 years
598 ..	Reserved Saloon ..	.. 44 years
235 ..	Invalid Saloon ..	.. 26 years

Arrangements have already been made to convert Nos. 6755 and 598 into 2nd Class carriages when they pass through the Shops. The Invalid Saloon No. 235 is used as an ordinary carriage when not required for special service. Chief Officer's Saloon No. 6756 is used mainly for inspection purposes. It is considered that this saloon could be used to greater advantage on the Northern Line where a saloon is necessary for the Divisional Transportation Superintendent and his Assistant in connection with official duties, the 2 four-wheel Inspection Saloons on this section having been condemned recently.

We accept the proposals which will obviate the building of a new saloon for Anuradhapura Division at a cost of approximately Rs. 15,000.

1343. *Water Supply.*—The provision appearing in the 1938-39 Estimates on account of water supply for the Colombo Division alone is Rs. 76,000. The question of reducing this expenditure has been investigated and experiments are now being made by the Railway Department with a view to obtaining a supply either from wells or from the stream which runs under the Railway track just north of the Dematagoda road level crossing gates. These experiments are likely to involve some capital outlay which it is considered would be met in 2 or 3 years. The estimated annual saving on this account is Rs. 40,000.

1344. *Amalgamation of Post Offices and Stations.*—In accordance with paragraph 80 of the report of the Advisory Sub-Committee—Sessional Paep XXVII. of 1937—the question of amalgamating Post Offices and Railway Stations wherever possible has been examined, but we find that no appreciable saving is likely to result from this arrangement.

The Acting General Manager and the Postmaster-General, however, have in hand at the moment the question of amalgamating Ticket Agencies and Sub-Post Offices, which are in close proximity to each other, on the occurrence of vacancies in the one or the other.

1345. *Switching out of stations and cabins.*—It is considered that, as an emergency retrenchment measure, certain stations and cabins could be switched out during certain periods of the day, allowing only one shift of employees at such stations or cabins, instead of two as at present. The Operating Superintendent has agreed to give effect to this recommendation at the following stations and cabins. This would enable the suppression of 3 Clerks, Class II., and 6 Clerks, Class III., and a few minor employees:—

Stations.—Kalutara North
Potuhera
Madhu Road
Cheddikulam

Cabins.—Urugodawatte East
Alawwa
Kollupitiya
Dehiwela
Lunawa

The Committee referred to in paragraph 1307 also investigated the possibility of switching out further stations and cabins, and has reported on the following points:—

- (a) curtailment of existing safety devices;
- (b) abolition of some of the signal cabins;
- (c) switching out tablet stations;
- (d) down-grading of stations in regard to signalling;
- (e) switching out signal cabins;
- (f) introduction of one signal cabin at stations where there are two.

(a)—The Sub-Committee has recommended the abolition of track circuits at Bambalapitiya, Egoda Uyana and Veyangoda. This would enable the recovery of some of the electrical apparatus at these stations and thereby reduce the present expenditure in maintenance considerably. The recovered materials can be re-used at other track-circuited stations when renewals become necessary.

The cost of alterations and savings in maintenance are indicated below—

	Cost of Alteration. Rs.	Value of Recoveries. Rs.	Savings Per Annum. Rs.
Bambalapitiya	750	1,800	750
Egoda Uyana	500	1,800	600
Veyangoda	250	2,600	750
	<u>1,500</u>	<u>6,200</u>	<u>2,100</u>

(b)—The Sub-Committee considers it possible to abolish the two signal cabins at Urugodawatta North and East by slight modifications to the existing signalling and permanent way. This would not only reduce the present expenditure in the maintenance of the signalling gear at these cabins, but would also effect a considerable saving in the staff and their accommodation. The cost of the recovered materials is also considerable, and they would be available to be re-used at other signal cabins when renewals become necessary.

The cost of the alterations and total savings, both in staff and maintenance are as follows:—

	Cost of Alterations. Rs.	Value of Recoveries. Rs.	Savings per Annum. Rs.
Urugodawatta North)	16,835	18,970	11,505
.. East)			

(c)—The switching out of the following tablet stations during night turn of duty, which would effect a saving in staff, is considered economical.

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The cost of the additional equipment necessary to give effect to the proposal, and the savings on account of staff are as follows:—

			Cost of Alterations.	Savings per Annum.
			Rs.	Rs.
Potuhera .. .. .	..	..	6,000	1,200
Madhu Road .. .. .	..	..	5,000	2,500
			11,000	3,700

(d)—The Sub-Committee has recommended, as a measure of retrenchment, the down-grading of the following stations by abolishing List and Morse signalling and substituting hand points. This would greatly reduce the present expenditure at these stations in regard to signalling. The recovered materials can be re-used at other more important stations where similar type of gear is in use, when renewals become necessary.

The cost of alterations and savings in maintenance and the value of the recoveries are as follows:—

			Cost of Alterations.	Value of Recoveries.	Savings per Annum.
			Rs.	Rs.	Rs.
Cheddikulam .. .. .	..	..	625	1,759	243
Madhu Road .. .. .	..	..	920	2,113	324
Murunkan .. .. .	..	..	1,030	2,113	324
Mannar .. .. .	..	..	910	2,043	324
Pesalai .. .. .	..	..	765	1,901	284
			4,250	9,929	1,499

(e) The sub-committee considers that the following double line stations can be switched out during night turn of duty with a view to effecting a saving in the staff. This proposal involves additional equipment.

The cost of the alterations and savings in the staff are as below:—

			Cost of Alterations.	Savings Per Annum.
			Rs.	Rs.
Pallewela .. .. .	..	..	5,000	500
Egoda Uyana .. .. .	..	..	5,000	500
Lunawa .. .. .	..	..	5,000	500
Dehiwala .. .. .	..	..	5,000	500
Kollupitiya .. .. .	..	..	5,000	500
			25,000	2,500

(f) The sub-committee also considers that a saving in staff is possible at some of the double line stations where there are two signal cabins, by substituting one cabin centrally in place of the existing two. Centralization of signalling tends to greater efficiency in working.

The cost of such a scheme and saving in the staff are indicated below against each station:—

			Cost of Alterations.	Savings Per Annum.
			Rs.	Rs.
Ragama .. .. .	..	..	28,000	2,500
Veyangoda .. .. .	..	..	18,000	1,200
Ambepussa .. .. .	..	..	11,000	1,000
			57,000	4,700

The summary of savings and expenditure is as follows:—

	Expenditure	Value of Materials Recovered.	Saving per Annum.
	Rs.	Rs.	Rs.
(a)	1,500 ..	6,200 ..	2,100
(b)	16,835 ..	18,970 ..	11,605
(c)	11,000 ..	— ..	3,700
(d)	4,250 ..	9,929 ..	1,499
	<u>33,585</u>	<u>35,099</u>	<u>18,804</u>

We agree with the above proposals of the sub-committee, and recommend that provision be made to enable the Railway to give effect to the schemes enumerated in (a), (b), (c) and (d), without delay as they are likely to result in considerable economy.

The following items may be taken up later:—

	Expenditure.	Savings per Annum.
	Rs.	Rs.
(e)	25,000 ..	2,500
(f)	57,000 ..	4,700
	<u>82,000</u>	<u>7,200</u>

1346. *Closing down Stations.*—The question of closing down some of the stations during certain periods of the day with a view to reducing staff and to eliminating excessive hours of duty has been considered previously, but the suggestion did not meet with much favour. We are satisfied, however, that the suggestion could be adopted in the case of some stations, with advantage to the Department and without any inconvenience to the public who patronize the Railway.

We recommend that, to start with, the new arrangement be introduced at Valaichchenai on the Batticaloa-Trincomalee Light Railway, with due notice to the public. This would enable the suppression of the posts of one clerk and a few minor employees. The question of adopting similar arrangements at other suitable stations should be considered after the arrangement at Valaichchenai has been given a trial for about 6 months.

Parasangahawewa station situated between Anuradhapura and Madawachchi was opened originally as a crossing station. No booked crossings, however, take place now and, as Anuradhapura-Madawachchi is only a 32 minute section, the necessity for keeping open the station for crossing purposes does not arise. We, therefore, consider that this station should be closed down. The monthly receipts at this station amount to about Rs. 80 as compared with expenditure on salaries amounting to Rs. 550 per month. This would enable the suppression of 2 clerks, Class II., and a few minor employees. The station may be converted into a Ticket Agency if, however, the passenger traffic justifies such a course.

1347. *Introduction of 'Fire Lighters'.*—We understand that the Railway Management has introduced 'Fire Lighters' for the purpose of 'Lighting Up' engines and that this has resulted in Fire Furnaces at Running Sheds being abolished, the staff formerly employed in carrying the fire from the furnaces to the engines also being retrenched. The annual saving in coal and staff on this account is estimated at Rs. 30,000.

1348. *Removal of Booking Offices to Station Platforms.*—It has been suggested that it would be possible to reduce 2 clerks (1 clerk, Class II, and 1 clerk, Class III.) by the removal of the Booking Offices at Ratmalana and Egoda Uyana to the platform. This would necessitate these stations being fenced at a cost of Rs. 300 each approximately. We have agreed to the suggestion.

1349. *Reducing Chief Telecommunication Engineer's Expenditure Chargeable to the Railway.*—The Divisional Transportation Superintendent, Colombo, has drawn attention to the fact that at present a sum of approximately Rs. 429,000

is paid to the Chief Telecommunication Engineer's Department in respect of Safety Appliances. He recommends the removal of all Tablet Instruments from the following sections of the line with a view to reducing expenditure on this account, trains being worked with the Block Telegraph system:—

Kelani Valley (beyond Homagama).
 Bandarawella to Badulla.
 Kandy to Matale.
 Galle to Matara.
 Batticaloa-Trincomalee Light Railway.
 Main Line (Polgahawela to Anuradhapura).

The Divisional Transportation Superintendent, Colombo, also recommends that track circuits be removed from all stations excepting Fort (Main Line) and Maradana. The amount paid on this account to the Telecommunication Department is Rs. 287,000.

These suggestions affect the ' Safety Working ' of the Railway and are of a far reaching nature, but at the same time they are worthy of consideration from the point of view of economy. The suggestions have, therefore, been referred to the Committee mentioned in paragraph 1307 for further investigation. These suggestions, if adopted, are likely to produce substantial savings.

1350. *Apothecaries*.—The Advisory Sub-Committee recommended that the question should be considered as to whether the payments made to the Railway Apothecaries stationed at Colombo, Anuradhapura and Galoya should not be met from the lump sum now paid to the Medical Department. We have requested the Acting General Manager to look into the question as to whether these dispensaries could not be closed.

1351. *Examination of Tickets*.—In view of the allegations that a number of passengers evade the payment of fares by means of platform tickets, unauthorised exits, &c., we discuss the matter with the Railway Officials concerned and have suggested that arrangements should be made for the inspection of tickets of all passengers at particular points en route, e.g., Slave Island, Ragama, &c., and that the Divisional Transportation Superintendents should pay greater attention to the question of examination of tickets on Rail Cars.

1352. *Amalgamation of Booking Office and Post Office at Jetty with the Tourist Bureau*.—We are of the opinion that the Booking Office and the Post Office now established at the Jetty should be amalgamated with the Tourist Bureau, and with this end in view we have requested the Acting General Manager to investigate the matter in consultation with the Postmaster General and the Director of the Tourist Bureau.

The Acting General Manager has reported as follows:—

“ The matter has been fully enquired into and in view of all the circumstances of the case I recommend that the question of amalgamation be postponed till the lease of the Government Tourist Bureau expires, viz., in about 15 months time. ”

We have no objection to the postponement of the amalgamation as recommended by the Acting General Manager.

1353. *Compulsory use of the Railway by other Government Departments*.—It has been pointed out to us that, in certain cases, Government Departments maintain their own system of transport or avail themselves of outside agencies for the purpose of transporting materials, &c., when the Railway could have served their purpose just as well.

We have requested the Acting General Manager to report to the Treasury any such instances that come to his notice.

1354. *Clerical Staff*.—We give below the cadre of the clerical staff of the Transportation Department as approved by the Advisory Sub-Committee and as

proposed by us. The proposed cadre includes certain down-grading of posts at stations and offices besides those dealt with individually in the preceding paragraphs:—

	Sub-Committee Cadre.	Proposed Cadre.	Remarks.
Divisional Office, Colombo :			
Special Class ..	1	1	
Class I. ..	43	43	4 Class I. clerks to be replaced by 4 Class II. clerks
Class II. ..	24	24	
Class III. ..	68	68	
Divisional Office, Nawalapitiya :			
Special Class ..	1	1	
Class I. ..	20	20	
Class II. ..	15	15	
Class III. ..	36	36	
Divisional Office, Anuradhapura :			
Class I. ..	15	15	
Class II. ..	14	14	
Class III. ..	29	29	
Shed and Station Staff :			
Staff ..	1	1	39 replacements of clerks, Class II., by
Special Class ..	6	6	Class III.
Class I. ..	575	533	*10 suppressions of clerks, Class II.
Class II. ..	233	265	7 suppressions of clerks, Class III.
Class III. and Daily-paid ..	815	805	

1355. *Summary of Savings.*—The deductions and adjustments proposed above are estimated to effect the following approximate savings:—

Item.	Amount.	
	Rs.	Rs.
1. Personal Emoluments :—		
(i.) Inspectors :		
Maximum salary of 1 Inspector, Class I. ..	6,300	
(ii.) Foremen and Assistant Foremen :		
(a) Maximum salary of 1 Foreman ..	7,200	
(b) Maximum salary of 1 Assistant Foreman, Class II. ..	4,000	17,500
(iii.) Engine Drivers :		
(a) Maximum salary of 1 Covenanted Engine Driver ..	4,875	
(b) Maximum salaries of 33 Engine Drivers, Class I. ..	138,600	
(c) Maximum salaries of 37 Engine Drivers, Class II. ..	111,000	
	254,475	
Less maximum salaries of 63 Engine Drivers,		
Class III. ..	126,000	128,475
(iv.) Canvassers :		
(a) Maximum salary of 1 Chief Canvasser ..	4,600	
(b) Maximum salaries of 6 Canvassers ..	25,560	
	30,160	
Less non-pensionable allowances ..	4,800	25,360

* 7 Additional clerks, Class II., for duty as Canvassers.

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Item.	Amount:	
	Rs.	Rs.
(v.) Depot Master :		
Difference between maximum salaries of the two scales ..		900
(vi.) Gate Supervisors :		
Salaries of 6 Gate Supervisors ..		4,320
(vii.) Goods Cashier and Goods Cashier's Clerks :		
(a) Salary of 1 Goods Cashier ..	4,260	
(b) Salaries of 5 Goods Cashier's clerks ..	8,600	
	<u>12,860</u>	
Less cost of introducing scheme ..	1,100	
		<u>11,760</u>
(viii.) Guards :		
Maximum salaries of 14 Guards, Class I. ..	49,000	
Less maximum salaries of 3 Guards, Class II.,		
Rs. 7,500, and 13 Guards, Class III., Rs. 16,900		
and 2 Under Guards, Rs. 1,800 ..	26,200	
		<u>22,800</u>
(ix.) Time Office Clerks and Storemen :		
Difference between maximum salaries of 10 Time		
Office Clerks and 10 clerks, Class III. ..		9,900
(x.) Yard Foremen :		
Difference between maximum salaries of the two scales ..		5,460
(xi.) Clerical Staff :		
(a) Difference between maximum salaries of 4 clerks,		
Class I., and 4 clerks, Class II. ..	5,840	
(b) Difference between maximum salaries of 39 clerks,		
Class II., and 39 clerks, Class III. ..	62,400	
(c) Maximum salaries of 10 clerks, Class II. ..	28,000	
(d) Maximum salaries of 7 Clerks, Class III. ..	8,400	
	<u>104,640</u>	
	Rs.	
Less maximum salaries of 7		
clerks, Class II. for duty as		
Canvassers ..	19,600	
Less cost of removal of Booking		
Offices to Platforms ..	600	
	<u>20,200</u>	
		84,440
(xii.) Suppression of Minor Staff at Stations and Sheds :		
(a) Suppression of monthly paid staff ..	5,400	
(b) Suppression of daily-paid staff ..	10,120	
	<u>15,520</u>	
2. Allowances, &c. :—		
Rent Allowance		25,000
3. Other Charges :—		
(i.) Coal consumption	65,000	
(ii.) Saloons	15,000	
(iii.) Water supply	40,000	
(iv.) Fire lighters	30,000	
(v.) Switching out of stations and cabins ..	18,804	
	<u>168,804</u>	
		<u>520,239</u>

Chief Accountant's Department.

1356. *Executive Staff.*—The strength of the Executive Staff of this Sub-Department as appearing in the 1938-39 Estimates and as proposed by us is given below:—

	Estimates Proposed 1938-29.	Cadre.
Chief Accountant	1 ..	1
Deputy Chief Accountant	1 ..	1
Assistant Accountant, Class III.	1 ..	—
Assistant Accountants, Class IV.	3 ..	2
Probationary Assistant Accountant	1 ..	1

The post of Chief Accountant is at present vacant and the Deputy Chief Accountant has been appointed to act with a view to his permanent appointment being considered at the end of one year. We have considered the question as to whether this post should be graded in Class II. in terms of the recommendations of the Select Committee—*vide* paragraph 36 of Sessional Paper I. of 1930—but in view of the responsibilities attached to the post, we are of the opinion that the present grading should not be disturbed.

1357. As regards the Assistant Accountants, Class IV., there are at present 3 officers in this grade, one of whom is due to retire shortly. We find that the Probationer now in training has completed over 5 years in his grade, and in view of this and the fact that various reorganisation proposals are now in hand, we have agreed, as a temporary measure, to the Probationer being promoted to Class IV. on the retirement of one of the Assistant Accountants, the post of Probationer being left unfilled in the meantime. On the occurrence of the next vacancy in Class IV. the strength in that Class should be reduced to two before a Probationer is appointed.

1358. *Shroffs.*—Provision appears in the 1938-39 Estimates for—

- 1 Shroff,
- 1 Chief Assistant Shroff,
- 17 Assistant Shroffs.

The question as to whether this number is actually necessary in view of the decreased earnings of the Railway was discussed with the Acting General Manager and the Acting Chief Accountant and it was agreed to work to the following cadre by suppressing every vacancy—

- 1 Shroff,
- 1 Chief Assistant Shroff,
- 12 Assistant Shroffs.

The present system of detailing “ secured ” clerks to distribute sealed payment cash bags will be continued.

1359. *Pay Sheet checking Branches.*—The Advisory Sub-Committee—*vide* paragraph 192 of Sessional Paper XXVII. of 1937—proposed to transfer the checking and certification of pay sheets to Sub-Departments where it really belonged and to introduce more direct methods of summarizing and allocating expenditure. This proposal has been investigated by us further and steps have already been taken to give effect to this proposal so far as the Accounts Section of the Transportation Department is concerned, resulting in the suppression of the posts of 7 clerks.

The Acting Chief Accountant has been requested to take similar action in regard to the other Accounting Sections and to report the savings effected in due course.

1366. *Clerical Staff.*—The cadre of the clerical staff of the Chief Accountant's Office as appearing in the 1938-39 Estimates and as proposed by us is—

	Estimates 1938-39.	Proposed Cadre.
Special Class	2	2
Class I.	12	10
Class II.	100	69
Class III. and Daily-paid	61	87
	175	168

1361. *Summary of Savings.*—The reductions and adjustments recommended above are estimated to produce the following savings:—

Item.	Amount.	
	Rs.	Rs.
1. <i>Personal Emoluments :</i>		
(i.) Maximum salary of one Assistant Accountant, Class III.	10,800	
(ii.) Maximum salary of one Assistant Accountant Class IV.	6,000	
(iii.) Maximum salaries of 5 Assistant Shroffs	10,500	
(iv.) Clerical Service :		
(a) Maximum salaries of 2 Clerks, Class I.	8,520	
(b) Maximum salaries of 5 Clerks, Class II.	14,000	
(c) Difference between the maximum salaries of 26 Clerks Class II, and 26 Clerks, Class III.	41,600	91,420
2. <i>Allowance, &c.</i>		
Rent Allowance		9,142
		100,562

Railway Stores.

1362. The question of the co-ordination under one head of all the Government Stores was proposed by previous Retrenchment Commissions and has been under consideration of Government for a very long time. It was thought that, with the abolition of separate stores for the Railway, Harbour, Electrical Department, Post Office, &c., the number employed in these Stores and the aggregate of the separate stocks held in them could be considerably reduced resulting in great economy. There was also a suggestion of a Central Indent Board for imported stores with a view to effecting the standardization of stores and a reduction of excessive stocks and purchase value. Besides the difficulties in the way of meeting some of the highly technical requirements of individual departments, the main obstacle to the achievement of the objective of a centralized control of stores has been the adoption in the past of the principle of "all or none". Moreover, the unification of control depended to a large extent on the question of providing a large Central Store, which was held up pending the improvement of the financial situation. But when it came to the practical stage of providing a large new store for the Government Storekeeper, the attendant question of central control appears to have escaped attention.

1363. In the Loan Scheme of 1937 a sum of Rs. 1,250,000 was reserved for "New Buildings for the Government Stores Department". We understand that several expensive plans for the new Stores were drawn up and it has now been decided to limit the expenditure to Rs. 500,000 for new buildings to be erected in MacCallum Road East on approximately 4 acres of reclaimed land.

1364. We consider that the present time is, therefore, opportune to revive the question of centralized control of stores, as any scheme of buildings for a new Stores should be so framed as to allow for extensions from time to time, keeping in view the possibility, if not of the complete fusion of all stores, at least of a progressive accretion of the functions of store-keeping of the various departments to a Central Government Store. The need of the Railway Department for stringent economy has led us to investigate the possibilities of the transference of all

store-keeping from the Railway to the Government Stores. The Railway Stores at Maradana are very conveniently situated for rail transport and are easily accessible by the harbour canal system. The land occupied by the abandoned Railway Workshops affords unlimited scope for future extensions. We have had several inter-departmental conferences, the Treasury also being represented at the principal one, and received the unanimous agreement of all concerned that the Railway Stores could be amalgamated with the Government Stores and that the amalgamated Stores could be accommodated on the site of the present Railway Stores with suitable additions to existing buildings. It was agreed that under the proposed amalgamation the Railway would receive from the Government Storekeeper the same service as now but at a considerably reduced cost.

1365. *Accommodation.*—Under the proposed arrangement the Government Storekeeper will take over—

- (a) The whole of the present buildings, open area and platforms at Maradana used by the Railway Stores Department;
- (b) Old machine shop and foundry;
- (c) Permanent Way Materials area, Norris road;
- (d) Lazaretto at Dematagoda;
- (e) Coal stacking grounds;
- (f) Ratmalana Branch Store;
- (g) Buildings at Mutwal Coal Grounds, all the above belonging to the Railway; and
- (h) Coaling grounds at Mutwal, belonging to the Colombo Port Commission.

The Government Storekeeper will require, in addition, approximately 90,000 square feet of covered store area, which can be met by erecting additional buildings on the grounds of the present Railway Stores at a cost which is estimated not to exceed Rs. 300,000. We accept this latter figure provisionally but in view of the fact that there is in existence a prepared yard already enclosed, the cost of the building required by the Government Storekeeper should be, in our opinion, somewhat less than this figure.

1366. *Staff Adjustments between the Railway and the new Government Stores.*—The staff now employed on storekeeping by the Railway consists of—

Railway Storekeeper	..	..	..	1
Assistant Railway Storekeeper	..	..	..	1
Probationary Assistant Railway Storekeeper	..	..	..	1
Storemen	..	..	..	27
Officers of the Railway Clerical Service	..	..	..	17
Peons	..	..	..	3
Other subordinate, minor and daily-paid staff				

In addition to the above, there is also a section of the Chief Accountant's Branch which deals with the accounts of the Railway Stores. The Government Storekeeper stated that he would require the following staff from the Railway as additions to his own establishment:—

The Superior Staff	..	..	full number of Railway Staff.
Clerical Staff, Accounts Staff and other fixed grades	..	..	50 per cent. of Railway Staff.
The daily-paid staff and minor grades	..	..	66 $\frac{2}{3}$ per cent. of Railway Staff

The complete staff with which the Government Storekeeper has agreed to work the amalgamated Stores is as follows:—

(i.) Government Storekeeper	..	..	..	1
(ii.) Deputy Government Storekeepers	..	..	..	2

The present Assistant Government Storekeeper to function as the Deputy on the Government side; the present Railway Storekeeper to function as the Deputy on the Railway Branch.

It was further agreed that on the occurrence of the first vacancy in the grade of Deputy, one of the posts of Deputy should be suppressed.

- (iii.) Assistant Government Storekeepers 2
 There are at present one Assistant Storekeeper and one Probationer who has completed his probationary period in the Railway Department while the post of 2nd Assistant Government Storekeeper is vacant.
- (iv.) Probationer 1
 The Railway Probationer who has completed his probationary period should be appointed to the vacant post of Assistant Government Storekeeper.
- (v.) Post of Chief Accounts Clerk of the Department to be raised to Class I. of the General Clerical Service.
- (vi.) The whole of the existing clerical, other minor and daily-paid staff of the present Government Stores.
- (vii.) Additions from the Railway Department, viz :—
 (a) 50 per cent. of the present Clerical Accounts and other fixed grades engaged on Railway Stores work ;
 (b) 66 per cent. of the present daily-paid labour and minor staff.

We also recommend that with a view to further economies the organization of the amalgamated Stores be examined one year after the amalgamation has been effected.

1367. *Financial adjustments between the Railway and the Central Government.*—It was generally agreed that the Railway should recover rent for the buildings and land handed over to the Government, and that the Government should, in turn, charge for the services which the Government Storekeeper will render to the Railway. The Government Valuer has made a rough valuation that the Railway properties in question are of the rental value, including voluntary contributions in lieu of rates, of Rs. 68,000. But in the light of practical considerations such as the uncertainty of the Railway getting such a high figure as rent in the open market for most of the land in question and the fact that the taking over of the store-keeping by Government at some loss to itself is for the benefit of the Railway in its present financial difficulties, we are of the opinion, with which the Acting General Manager and the Government Storekeeper have agreed, that the rent which the Railway should charge the Government should be fixed at Rs. 35,000 per annum and that the Railway should continue to maintain, free of charge, the permanent way which will be used exclusively for the purpose of the new Government Stores.

It was further agreed that the Railway should pay a lump sum to the Government at the end of each year, calculated on a percentage basis of the total cost of materials supplied by the Government Storekeeper during that period. At present the Government Storekeeper's charges for his service to the Railway is 2½ per cent., mostly in respect of local purchases. We recommend that in future the charges should be :—

General Stores	2½ per cent.
Permanent Way materials, such as, rails, sleepers (including local sleepers), fish plates, &c.	2 per cent.
Transit Indents	1½ per cent.
Coal	1½ per cent. or 20 cents per ton, whichever is less.

On the total turnover of the Railway Department for 1937-38 the above rates would yield a contribution of Rs. 135,970 distributed as follows :—

	Rs.
General Stores : 2,251,832.71 at 2½ per cent.	56,296
Permanent Way Materials : 1,532,888.37 at 2 per cent.	30,658
Coal at 20 cents per ton, which is less than 1½ per cent.	31,249
Transit Indents : 1,184,494.07 at 1½ per cent.	17,767
	135,970

1368. *Financial results of our Proposals.—*

(i.) <i>Saving to the Railway.</i>		Rs.
Cost of the staff, &c., of the Railway Stores Department as appearing in the Estimates 1938-39, pages 419 and 420		191,070
Expenditure on staff in the Accounts Branch engaged on Stores work		32,000
		<hr/> 223,070
Add Pensionary Contribution, say		22,000
Average annual payment to the Government Storekeeper for local purchases		2,500
Maintenance of existing Stores Buildings		8,500
		<hr/> 256,070
Less contribution to the Government for Government Storekeeper's services— <i>vide</i> paragraph 1367		135,970
		<hr/> Nett Saving .. 120,100

While the above is the nett saving to the Railway in the expenditure which it now incurs, it must be remembered that the Railway will also receive from the Government a sum of Rs. 35,000 per annum as rent for the Railway buildings and grounds which the Government Storekeeper will use, making a total annual advantage to the Railway of Rs. 155,100.

(ii.) *The additional commitments which the Government will incur by taking over the Railway Stores are as follows:—*

	Rs.	Rs.
1 Deputy Government Storekeeper	12,090	
1 Assistant Government Storekeeper	7,830	
1 Additional Assistant Government Storekeeper	5,250	
		<hr/> 25,170
50 per cent. of the Railway Clerical Staff now employed in the Stores Department	19,380	
50 per cent. of the other fixed grades of the Railway now employed in the Stores Department	24,265	
50 per cent. of the Staff in the Accounts Branch engaged on Stores work	14,100	
66 $\frac{2}{3}$ per cent. of the daily-paid labour now employed in the Stores Department	37,667	
Rent Allowance, say,	10,300	
Other Charges	19,000	
		<hr/> 124,712
Add Pensionary Contribution, say,		12,000
Rent of Railway Buildings and Land		35,000
		<hr/> 196,882
Deduct recovery from the Railway for services rendered on a percentage basis		135,970
		<hr/> Deficit .. 60,912

To this must be added the increases of salary to the Government Storekeeper and his Assistant, which will have to be granted to compensate them for added responsibility. When the number of Deputy Government Storekeepers is reduced to one the deficit will be reduced by Rs. 12,000. Against this 'deficit' the Government may be regarded as deriving certain advantages by shifting the Government Stores to the present Railway Stores. They are:—

- (i.) Saving of the site on Mac Callum road for the proposed Government Stores, in extent 4 acres;
- (ii.) Saving on the new buildings to the extent of Rs. 200,000 (this may be more if, as we anticipate, the additional buildings on Railway land required by the Government Storekeeper can be constructed for less than Rs. 300,000);
- (iii.) Saving of the increase in staff which the Government Storekeeper feels he should get to meet the normal expansion of his Department.

1369. The above statement of the financial result of our proposals gives the position as between the Railway and the Central Government. But the actual saving to the country as a result of the amalgamation proposed by us may be briefly summarised as follows:—

	Rs.	Rs.
(i) Capital saved by the elimination of an expensive new building on valuable site in Mac Callum road :		
site, 4 acres	400,000	
building ..	200,000	
	600,000	
(ii.) Annual nett saving in staff :		
Cost of present Railway Stores Staff ..	245,000	
Less cost of additional staff required by the Government Storekeeper on amalgamation together with increases of salary, &c. ..	136,000	
	109,000	

This amalgamation will, we trust, be the first step towards a Central Store for all Government Departments, which is an economical arrangement.

Railway Clerical Service.

1370. The strength of the Railway Clerical Service as appearing in the Estimates for 1938-39, which is the cadre suggested by the Advisory Sub-Committee—*vide* paragraph 215 of Sessional Paper XXVII. of 1937—and the cadre proposed by us are given below:—

	1938-39. Proposed Reductions. Additions.			
	Estimates. Cadre.			
Staff	1	1	—	—
Special Class ..	12	12	—	—
Class I. ..	104	101	3	—
Class II. ..	745	663	82	—
Class III. and Daily-paid ..	489	550	—	61
	1,351	1,327	85	61

It will be seen from the above that besides the down-grading of a number of posts, there is a total reduction of 24 posts. The proposed cadre of 1,327 also includes 7 on account of Canvassers, the abolition of which grade we have already recommended. Taking this number also into account, the actual reduction is 31.

In this connection, it should not be overlooked that the reduction now proposed is over and above the 185 posts recommended to be suppressed by the Advisory Sub-Committee.

1371. We understand that promotions in the Railway Clerical Service were withheld for a number of years owing to the pressing need for economy and that, as a result of the recommendations of the Advisory Sub-Committee, Government has agreed that the number of posts in Class I. be maintained at 121 till the end of the financial year 1939-40, and that thereafter every other vacancy in Class I. be left unfilled until the authorised cadre is reached.

The number now at work in Class I. is 121 and the cadre of 100 proposed by us is therefore subject to the above proviso.

1372. As regards the authorised cadre of Class III. and Daily-Paid, the number now at work in these combined grades is 456 and the replacement of Class I. and Class II. officers by Class III. Clerks will therefore take place only after the staff in Classes II. and above rendered surplus under our recommendations have been absorbed.

Miscellaneous.

1373. *Provident Fund, &c.*—We understand that a Committee was appointed in 1936 to make detailed recommendations for the establishment of a General Provident Fund in Ceylon for certain classes of Government employees. It was hoped that such a scheme would enable additional staff to be recruited as and

when required and to be discontinued without delay and without additional expense as soon as it became superfluous. Another advantage of such a scheme would be the opportunity it would afford to dispense with the services of employees who, whilst not inefficient, cannot be regarded as fully efficient. This Committee has not yet submitted its report.

1374. The Railway Management desire that it should be placed on record that the various retrenchment proposals in regard to staff, &c., contained in the report are accepted on the assumption that there will be no appreciable increase on the present traffic, and that if there is a marked improvement in traffic consequent on the introduction of the Motor Ordinance, it will be absolutely essential to augment the staff at the various Stations, Goods Sheds, &c.

Conclusion.

1375. We summarize below the ultimate annual savings that would accrue by the reduction of staff and other retrenchment proposals outlined in this Chapter:—

Sub-Department.	Amount Rs.
General Manager's	8,492
Way and Works	350,569
Mechanical Engineer's	178,360
Transportation	520,239
Chief Accountant's	100,562
Railway Storekeeper's (saving to the Railway only taken into account here)	155,100
	1,313,322

CHAPTER XV.

GOVERNMENT ELECTRICAL UNDERTAKINGS.

1376. The Government Electrical Undertakings started functioning as a separate unit as from 1st January, 1928, the date on which the Colombo Electricity Supply was purchased by Government from the Colombo Electric Tramways Company, Limited. Prior to this date the Electrical work of Government was done in a separate branch of the Public Works Department. The purchase price of the Colombo Electricity Supply was £245,000 or Rs. 3,675,000 which included the value of goodwill and land. In the first year of its existence the expenditure of the Undertakings was met from votes and the dues credited to the revenue of the Island. From September 1, 1928, the accounts of the Colombo Electricity Supply were placed on a commercial basis and its estimates were, with the approval of the Secretary of State, removed from the General Estimates and attached as an appendix thereto. The expenditure on the maintenance of the Colombo Electricity Supply was met from its revenue while the expenditure on capital works was provided from funds loaned from Government on which interest was paid. The net profits, after payment of interest and provision for depreciation, were paid in to General Revenue.

1377. On December 1, 1935, the Electricity Board of Ceylon was established and all moveable and immoveable property in the possession of the Government Electrical Undertakings, including the Colombo Electricity Supply, Hydro-Electric Scheme and Nuwara Eliya Electricity Supply, was vested in it with effect from the October 1, 1935. The profits of the Undertakings were not to be appropriated to General Revenue but were to be kept in a Reserve, Extensions and Renewals Fund. There was a suggestion that excess profits, if any, should accrue to the consumer by way of reduced rates.

The Electricity Board was, however, dissolved with effect from May 1, 1937, and all rights, powers, duties and functions, belonging to the Board, were transferred back to Government. The system of budgeting and accounting of the Undertakings, which had been fully commercialized, have, however, not been affected in any way by the dissolution of the Board.

1378. The following is a statement of the revenue and expenditure of the Undertakings from 1927-28 to 1937-38:—

Year.	Revenue.		Expenditure.	
	Rs.	Rs.	Rs.	Rs.
1927-28 1,216,480	.. 624,656
1928-29 1,733,968	.. 1,262,853
1929-30 1,699,669	.. 1,461,525
1930-31 1,770,513	.. 1,729,723
1931-32 1,903,158	.. 1,834,822
1932-33 1,958,367	.. 2,930,641*
1933-34 2,140,283	.. 1,861,725
1934-35 2,182,686	.. 1,980,722
1935-36 2,479,119	.. 2,195,662
1936-37 2,824,277	.. 2,460,758
1937-38 3,018,402	.. 2,691,596

1379. The Government Electrical Undertakings is organized into the following Branches:—

- (1) Management and Administration.
- (2) Accounting.
- (3) Stores and Workshop.
- (4) Generation.
- (5) Transmission.
- (6) Maintenance of Colombo Distribution.
- (7) Nuwara Eliya Electricity Supply.
- (8) Hydro-Electric Scheme, Watawala.
- (9) Supervision of Lighting Schemes.
- (10) Maintenance of Government Electrical Installations, &c.

* Includes a sum of Rs. 1,564,511 appropriated from the Depreciation Fund to General Revenue.

1380. Before we proceed to deal with the staffing and operative methods in the above Branches, we desire to point out that the clerical staff of this Department is composed of officers from the General Clerical Service, Electrical Department Clerical Service, Factory Clerical Service and Colombo Electricity Supply Service. We found that, with a few exceptions, the officers in the last three services were far below the standard of the average officer in the General Clerical Service. We have therefore not been able to effect the same economies as would have been possible had the clerical staff been manned by a more efficient type of officer. In order to obtain a more efficient clerical service, we suggest replacing those officers who are 55 years or over by more efficient officers.

Management and Administration.

1381. The staff provided for this Branch in the 1938-39 Estimates consists of the following:—

Chief Engineer and Manager	..	..	..	1
Deputy Chief Engineer	..	..	..	1
Administrative Assistant	..	..	..	1
Clerks	..	..	..	9
Telephone Operator	..	..	..	1
Bookbinder	..	..	..	1
Assistant Record-keeper	..	..	..	1
Peons	..	..	..	5
Cycle Orderly	..	..	..	1
Night Watcher	..	..	..	1
Office Labourer	..	..	..	1
Latrine Labourer	..	..	..	1
Clerk-typist (Daily-paid)	..	..	..	1
Junior Assistant Electrical Engineers (temporary)	..	..	..	2
Engineering Student Apprentices	..	..	..	2

1382. The existing staff in this Branch is the same as that provided in the Estimates except that the posts of Deputy Chief Engineer and one clerk are vacant. Our recommendations in regard to the staff provided for this Branch are as follows:—

- (a) *Administrative Assistant.*—We thought that this post which is held by a Class III. Civil Servant could be abolished with the appointment of a Deputy Chief Engineer. The Chief Engineer was, however, not agreeable to this. He feels strongly that the services of the experienced officer now holding this post are necessary to assist him in administrative matters. We recommend that the case for the retention of this post be reviewed when the present holder retires, and when the Deputy has been working for a couple of years.
- (b) *Clerks.*—The Chief Engineer has agreed to reduce the clerical staff from 9 to 8 by suppressing the existing vacancy.
- (c) *Junior Assistant Electrical Engineers (temporary).*—We understand that the object of taking these officers on to the establishment is to give them a training with a view to appointing them to fill vacancies which are likely to occur in the near future. We see no objection to the continuance of this practice provided that the number of these officers is regulated to correspond with the number of the vacancies in sight to which they could be appointed after training.

Accounting.

1383. The staff provided in the 1938-39 Estimates is as follows :—

Chief Accountant	..	..	..	..	1
Assistant Accountants	..	..	..	..	3
Clerks	..	..	..	..	61
Shroffs	..	..	..	..	4
Peons	..	..	..	..	11
Cycle Orderly	..	..	..	..	1
Office Labourers	..	..	..	..	4
Clerk-typists (Daily-paid)	..	..	..	..	2

1384. The existing staff is the same as that shown above except that there are 7 vacancies in the clerical staff and the posts of one peon and one labourer are vacant. Our recommendations in regard to the staff provided for this Branch, which have been agreed to by the Chief Engineer, are as follows :—

(a) *Accountants.*—The post of the Chief Accountant is graded in Class II. of the Scheme for Accountants and Audit Officers. The posts of the 3 Assistant Accountants are graded—one in Class III. and two in Class IV. respectively. Till recently there were only 2 Assistant Accountants in addition to the Chief Accountant. The third Assistant Accountant was appointed in July, 1936. We thought that some of the duties now carried out by this officer and the Assistant Accountant whose post is graded in Class III. could be more appropriately attended to by a senior Accounts Clerk. The division of duties among the Assistant Accountants is broadly that two are on the expenditure side, and one on the revenue side. We did not consider that two Assistant Accountants were necessary on the expenditure side.

One of the Class IV. Accountants could be replaced by a senior clerk with accounting experience and the duties now carried out by the three Assistant Accountants could be re-distributed between this clerk and the two Assistant Accountants.

But as additional accounting work is anticipated during the constructional period of the Hydro-Electric Scheme, we have agreed to the continuance of three Assistant Accountants until such time as that scheme is completed.

(b) *Clerks.*—Of the 7 existing vacancies 3 should be suppressed.

(c) *Peons and Labourers.*—The vacant posts of peon and labourer should be suppressed.

1385. *Overtime.*—We observe that a sum of Rs. 1,750 is provided in the 1938-39 Estimates for overtime payments for this Branch. Of this amount, the greater part is paid to clerks for overtime work done in connection with the annual closing of the books. The Chief Engineer agreed that the closing of the books was a normal duty of the Accounts Branch and overtime payments for such work should be avoided. He, however, pointed out that officers were sometimes compelled to work late in the evening and were put to additional expense owing to the isolated position of the office and that the payment of overtime is more economical than the re-imbusement of out-of-pocket expenses. We were also informed that expenditure on this vote is scrupulously controlled and overtime to clerks is only paid with the specific sanction of the Treasury in each case. In the circumstances we agreed to allow the provision for overtime to remain.

1386. *Mechanisation.*—There are certain items of work in the Accounts Branch such as Billing, Consumers' Accounts, Current Sales Statistics, &c., which can be advantageously mechanised. The present system of billing and analysing of revenue statistics is antiquated in the extreme, and it will not be possible to continue with this and obtain satisfactory results when the number of consumers increases. The Chief Engineer has agreed that mechanised accounting should be introduced as early as possible.

We understand that the Treasury is at present considering a scheme for installing "Punch Card" accounting equipment for the joint use of the Electrical Department, Customs and Income Tax. When this scheme materialises, the Chief Engineer has undertaken to review his clerical staff with a view to further reduction.

Stores and Workshop.

1387. The staff of the Electrical Stores and Workshop consists of the following:—

Storekeeper	..	..	..	..	1
Assistant Storekeeper	..	..	..	..	1
Clerks (Stores)	..	..	..	..	13
Clerks (Workshop)	..	..	..	..	2
Electrical Inspector	..	..	..	..	1
Electrical Overseer	..	..	..	..	1
Draughtsman	..	..	..	..	1
Lorry Driver	..	..	..	..	1
Cleaner	..	..	..	..	1
Peons	..	..	..	..	2
Cycle Orderly	..	..	..	..	1
Store Kangany	..	..	..	..	1
Storeman (Daily-paid)	..	..	..	..	1
Store Checker (Daily-paid)	..	..	..	..	1
Office Labourer (Daily-paid)	..	..	..	..	1
Store Labourers (Daily-paid)	..	..	..	..	22
Store Watchers (Daily-paid)	..	..	..	..	4

1388. We observe that the draughtsman has been transferred to another branch. The following posts are also vacant:—

Storeman	..	..	..	..	1
Office Labourer	..	..	..	..	1
Store Labourers	..	..	..	..	2

The Chief Engineer has agreed to the following reductions in the staff of this Branch:—

- (a) *Clerks (Workshop)*.—The number of clerks to be reduced by one. The time now spent on time-keeping to be reduced by installing a time-recording clock. The Storekeeper to be made responsible for the supervision of the clerical work.
- (b) *Draughtsman*.—The provision for this post to be deleted.
- (c) *Lorry Cleaner*.—Post to be suppressed.
- (d) *Store Labourer*.—The number to be reduced from 22 to 20.

The Chief Engineer has also agreed to the following alterations in the operative methods followed at the stores:—

- (i.) The moveable Plant Register kept at the Stores is to be discontinued as a similar record exists in the Accounts Branch.
- (ii.) The Requisition Register is to be discontinued and E.D. Form 84 (blue form) is to be suitably amended and filed to take the place of the Requisition Register.
- (iii.) Requisitions on the Government Storekeeper are copied into a Stores Drawing Register. This practice is to be discontinued and an additional carbon copy of the requisition is to be prepared and substituted for the Register.

Generation.

1389. The staff provided for this Branch in the 1938-39 Estimates consists of the following:—

Chief Power Station Superintendent	..	..	..	..	1
Assistant Power Station Superintendent	..	..	..	..	1
Assistant Electrical Engineers	..	..	..	..	3
Shift Engineers	..	..	..	..	6
Power Station Foremen	..	..	..	..	2
Clerk	..	..	..	..	1
Clerk Timekeeper (Daily-paid)	..	..	..	..	1

1390. The existing staff is the same as that provided in the Estimates except that the posts of the Assistant Power Station Superintendent, 1 Assistant Electrical Engineer and 1 clerk are vacant. Our recommendations on the cadre of this Branch are as follows:—

- (a) *Assistant Electrical Engineers.*—The Chief Engineer and Manager agrees that when the post of Assistant Power Station Superintendent has been filled only two Assistant Electrical Engineers will be required for operating the Power Stations at Kolonnawa and Pettah. He, however, considers that it is necessary to have a third Assistant Electrical Engineer in training in this class of work. The necessity for a third Assistant Engineer in this Branch should be re-considered after the Hydro-Electric Scheme has been in operation and the staff is stabilised.
- (b) *Clerks.*—The Chief Engineer agreed to the following alterations in operative methods which will result in some reduction of clerical work:—
 - (i.) Discontinuance of bin cards at the Kolonnawa Sub Stores. These cards contain a mere duplication of the entries in the Stock Ledgers;
 - (ii.) The use of Time Recording Clocks at Kolonnawa and at the Pettah Power Stations.

Provision has been made in the 1938-39 Estimates for a clerk in Class II. of the Electrical Department Clerical Service for this Branch but the post has not yet been filled and the clerical work is being attended to by the Superintendent and a temporary clerk. We thought that, with the reduction in work mentioned above, the necessity for filling the vacant clerical post, could be avoided. The Chief Engineer has, however, urged on us the necessity for a senior clerk for this Branch to attend to correspondence and generally relieve the Chief Power Station Superintendent of clerical duties. In the circumstances we agreed to allow the vacant clerical post to be filled.

Official Quarters.—There are two bungalows at Kolonnawa for the Chief Power Station Superintendent and the Assistant Power Station Superintendent respectively, and quarters for an Assistant Engineer and Mains Foreman respectively at Pettah. No rent is now being recovered for occupation of the bungalows at Kolonnawa or the quarters at Pettah. The question of recovering an economic rent for occupation of these and similar quarters in other Government Departments is dealt with in our Report on Salaries, Allowances, etc.

Transmission.

1391. The staff provided for this Branch in the 1938-39 Estimates consists of the following:—

Electrical Engineer	..	..	..	1
Assistant Electrical Engineers	..	..	..	4
Electrical Inspector	..	..	..	1
Assistant Foremen	..	..	..	12
Meter Inspector	..	..	..	1
Draughtsman	..	..	..	1
Clerks	..	..	..	4
Peon	..	..	..	1

1392. The existing staff is the same as that shown above except that an Assistant Engineer has been transferred from this Branch to assist the Chief Engineer and Manager on special work connected with the installation of the new turbine at the Pettah Power Station. Our observations on the cadre of this Branch are as follows:—

- (a) *Assistant Engineers.*—The actual number of the Assistant Engineers engaged on work in this Branch is three. The Chief Engineer and Manager agrees that this number is sufficient for the working requirements of this Branch, but he is not agreeable to suppressing the post

of the fourth Assistant Engineer as he considers it desirable to retain this post for training an Engineer in this class of work. The necessity for a fourth Assistant Engineer in this Branch should be reconsidered after the Hydro-Electric Scheme is in operation and the staff is stabilised.

- (b) *Clerks*.—In addition to the four clerks provided in the Estimates, we observe that another officer paid from Loan Funds is engaged in clerical work. The Chief Engineer agrees that the clerical work in Colombo in this Branch does not require a staff of more than 4 clerks, and he proposes to transfer the fifth officer to Diyatalawa to attend to the clerical and storekeeping work connected with the construction works being carried out there. We see no objection to this.

The Chief Engineer has suggested that the clerk paid from Loan Funds should in future be paid from the Personal Emoluments Votes at a daily rate. There is no objection to this proposal, provided that his salary is not increased.

Maintenance of Colombo Distribution.

1393. The staff provided for this Branch in the 1938-39 Estimates is as follows:—

Electrical Engineer	..	..	..	..	1
Assistant Electrical Engineers	..	..	..	..	3
Electrical Inspectors	..	..	..	..	2
Mains Foremen	..	..	..	..	3
Assistant Foremen	..	..	..	..	7
Meter Inspectors	..	..	..	..	7
Draughtsmen	..	..	..	..	5
Clerks	..	..	..	..	10
Timekeeper	..	..	..	..	1
Peons	..	..	..	..	2

1394. The existing staff is the same as that shown above except that the post of a Meter Inspector is vacant. The following additional staff for this Branch has been asked for in connection with the 1939-40 Estimates:—

Junior Assistant Engineer	..	..	..	..	1
Clerk	..	..	..	..	1
Peon	..	..	..	..	1

We do not suggest any reduction in the staff provided in the 1938-39 Estimates but we consider that the additional post of a clerk need not be provided for in the 1939-40 Estimates. In connection with the new posts we observe—

- (a) *Junior Assistant Electrical Engineer*.—This post has been asked for with a view to placing an Assistant Engineer in charge of the Meter Test Room. It is stated that, with the growth of the Colombo system, it has become necessary to extend facilities for meter testing and an officer suitably qualified is required to be in charge of the work. We have no objection to the post being allowed.
- (b) *Clerks*.—We observe that a clerk drawing a salary of Rs. 140 per mensem is attached to the record room of this Branch. His sole duty appears to be the issuing and receiving of about 20 files a day. We suggested to the Chief Engineer that instead of an additional clerk being appointed, the clerk in charge of the record room should be able to take on more work. He has agreed that the work could be reorganized and the additional appointment avoided.

Nuwara Eliya Electricity Supply.

1395. The staff provided for this Branch in the 1938-39 Estimates which is the same as the existing staff is as follows:—

Assistant Electrical Engineer	..	..	..	..	1
Electrical Inspector	..	..	..	..	1
Clerks	..	..	..	..	3
Shroff clerk	..	..	..	..	1
Peon, Cycle Orderlies	..	..	..	..	2
Watcher	..	..	..	..	1

The Chief Engineer and Manager has suggested in connection with the 1939-40 Estimates that 2 Overseers on daily-pay employed on the Transmission and Distribution System at Nuwara Eliya should be transferred to the permanent establishment as Assistant Foreman, Grade II.

1396. In regard to the Chief Engineer and Manager's proposal to transfer 2 daily-paid Overseers to the permanent establishment as Assistant Foremen, we consider that the present time is inopportune for such additions to the permanent establishment of the Department.

Hydro-Electric Scheme, Watawala.

1397. The staff provided for this Branch in the 1938-39 Estimates which is the same as the existing staff consists of the following:—

Assistant Electrical Engineer	..	..	..	1
Clerk	..	..	..	1
Assistant Foreman Grade I.	..	..	..	1

We discussed with the Chief Engineer the cadre required for this Branch. It was agreed that no reduction in the existing staff was possible.

Diyatalawa Electricity Supply (New).

1398 The Chief Engineer and Manager has asked for the following staff in the 1939-40 Estimates:—

Assistant Electrical Engineer (Junior)	..	..	..	1
Assistant Foreman, Grade II.	..	..	..	1
Clerk, Class III.	..	..	..	1
Assistant Shroff	..	..	..	1
Peon, Cycle Orderly	..	..	..	1
Watcher	..	..	..	1

We discussed with the Chief Engineer the cadre required for this Branch, and it was agreed that before an Assistant Shroff is appointed he should investigate the possibility of making use of the Post Office for collections. We have no objection to the other posts being allowed.

Supervision of Lighting Schemes.

1399. The staff provided for this Branch in the 1938-39 Estimates consists of the following:—

Electrical Engineer	..	..	..	1
Assistant Engineers	..	..	..	4
Electrical Inspector	..	..	..	1
Assistant Foreman	..	..	..	1
Overseer	..	..	..	1
Clerks	..	..	..	3
Clerk-typist (daily-paid)	..	..	..	1
Draughtsmen	..	..	..	5
Peons	..	..	..	3
Office Labourer	..	..	..	1

1400. The existing staff is the same as that shown above except that one post of clerk is vacant, and that there is an additional draughtsman transferred temporarily from the Workshop—*vide* paragraph 1388. The Chief Engineer has agreed to the following economies in this Branch:—

- (a) *Clerks.*—The vacant post of a clerk to be filled temporarily in the first instance, and the position to be reviewed 12 months later, before the appointment is made permanent.
- (b) *Draughtsmen.*—The additional draughtsman from the Workshop has been transferred to the Drawing Office to deal with the temporary increase in drawing work resulting from alteration to the Pettah Power Station, &c. With the completion of the abnormal work the Drawing Office staff should be brought to its permanent strength of 5 draughtsmen.
- (c) *Electrical Foreman and Assistant Electrical Foreman.*—Though no monetary provision has been made in the 1938-39 Estimates, the posts of 1 Electrical Foreman and 2 Assistant Foremen are included in the

sanctioned strength with a note to the effect that the posts are not to be filled during the year. There is no object in showing these posts in the Estimates. They cannot be filled as no money provision is available. There is also no necessity to increase the existing strength. These posts should be deleted from the sanctioned strength in future Estimates.

(d) *Revenue recovered from Local Authorities.*—The Lighting Schemes Branch exists mainly for local authorities but the revenue recovered is altogether inadequate compared to the expenditure incurred in running the Branch. The revenue and expenditure relating to this Branch during the last 3 years are as follows:—

Year.	Expenditure.		Revenue.	
	Rs.		Rs.	
1935-36	..	62,221	..	17,508
1936-37	..	57,434	..	46,132
1937-38	..	67,100	..	30,929

We were informed by the Chief Engineer that the scale of charges has been revised but the local authorities have refused to accept them and the matter is now under consideration by the Ministries of Local Administration and Communications and Works. We think that an early agreement should be reached and the revised charges should be put into operation to avoid further loss to the Government.

Maintenance of Government Installations.

1401. We give below a statement showing the strength of this Branch as it appears in the 1938-39 Estimates and as existing at present:—

Posts.	Estimates 1938-39.	Existing strength.
Electrical Engineer	.. 1	.. 1
Assistant Electrical Engineers	.. 2	.. 2
Electrical Inspectors	.. 11	.. 7*
Assistant Electrical Foremen	.. 3	.. 3
Overseers	.. 9	.. 8
Draughtsman	.. 1	.. 1
Clerks (including daily-paid staff and storeman)	.. 10	.. 9
Peon	.. 1	.. 1
Office Labourer	.. 1	.. 1
Cycle Messenger	.. 1	.. 1
Daily-paid labourer	.. 1	.. 1

It was agreed that the existing strength was adequate for carrying on the work of the Branch. It was also agreed that the number of clerks could be reduced to eight when the authentication of labour records, of which there are only about 180, are brought up-to-date; and that the post of the daily-paid labourer could be suppressed.

It was suggested that if the programme of work of this Branch is so arranged as to permit of the work in each town being carried out completely instead of working in all the places mentioned in Head 81, Sub-head 1, of the 1938-39 Estimates, it would be possible to effect further savings by replacing two Inspectors at Kandy and Galle by Overseers and by the suppression of a post of clerk now stationed at Kandy. The Chief Engineer and Manager considered that further reductions in staff in this Branch should await the appointment of the successor to the present Engineer in charge, who is to retire shortly. We see no objection to complying with this request as this Branch was investigated in 1937 by the Treasury Investigating Officers, and the Department has effected certain reductions in staff.

1402. *Operative Methods.*—We were not satisfied with the system in operation in this Branch for the accounting of electrical stores drawn for use on works. The records kept do not permit tracing the stores requisitions to the actual jobs

* Does not include one Inspector due to retire at the end of March, 1939, and one officer on leave in England who will not be taken into the personnel of this Branch on his return.

on which they were used and the Engineer in charge does not appear to be able to say with any certainty that the stores requisitioned have actually been used on the works.

During the course of our investigation we saw an electrical heater in the office of the Engineer. We asked him how it came to be in his office. We were told that it had been issued for demonstration, but that there were no records in the books of the Inspector in charge to support the issue to the Engineer's Office.

We recommend that the system of accounting of these stores should be gone into by the Treasury and this Department and a more satisfactory system devised, which would enable a continuous check on stores used to be kept at all stages from the estimate to the completion report. The completion report might contain details of inventory articles used on the job, and it should be the duty of the officer certifying the completion report to see that these articles are actually there.

Publicity and Show Room.

1403. A sum of Rs. 40,000 is provided for this item in the 1938-39 Estimates under Abstract A.

The Chief Engineer is strongly of the opinion that the continuance of the Show Rooms is desirable. We were informed that the lease of the present premises is expiring shortly and that steps are being taken to rent cheaper quarters to house the Show Rooms pending removal to the permanent quarters that are to be built for the Electrical Department.

Savings.

1404. The reductions recommended in the foregoing paragraphs are estimated to produce the following savings:—

Management and administration :				Rs.
1 Clerk, Class III. . . . .	..	..	..	840
Accounting :				
3 Clerks, Class III. . . . .	..	..	..	2,520
1 Peon . . . . .	..	..	..	372
1 Labourer . . . . .	..	..	..	270
Stores and Workshop :				
1 Clerk, Class III. . . . .	..	..	..	840
1 Draughtsman . . . . .	..	..	..	1,860
1 Lorry Cleaner . . . . .	..	..	..	372
2 Store Labourers . . . . .	..	..	..	600
Maintenance of Government Electrical Installations :				
4 Electrical Inspectors . . . . .	..	..	..	9,600
1 Overseer . . . . .	..	..	..	1,260
1 Clerk, Class III. . . . .	..	..	..	840
				19,374
			Total	19,374

CHAPTER XVI.

TRAVELLING REGULATIONS.

1405. We have carefully considered the possibilities of reducing expenditure by the revision of the rates of motor mileage and of subsistence and lodging allowances. It is obvious that, quite apart from the necessity for every possible means of retrenchment owing to the present and prospective financial situation, some of these rates which were fixed many years ago are at the present time unnecessarily high. As regards the motor mileage rates there has been a general reduction in the cost of motor transport since the last cut was made in 1932: as regards rates of subsistence allowance it has to be borne in mind that these allowances are intended to cover not the actual expenses incurred by Public Officers when travelling on duty but the additional expenses over and above those they would normally have to meet in their home stations. While we admit the principle that Public Officers should be reimbursed the additional expenditure incurred by them on a reasonable standard of comfort and convenience adequate to their official status when travelling on duty, we think that there is but little doubt that the Travelling Regulations, as they stand at present, are a source of hidden perquisites in respect of certain classes of posts.

Motor Mileage Rates.

1406. For the purpose of payment of mileage rates, private cars and motor cycles are divided into the following classes—Financial Regulation 1181 (a) and (b):—

	Rate per mile. Cents.
(i.) Car over 21 cwt. in weight	35
(ii.) Car over 16 cwt. but not over 21 cwt.	30
(iii.) Car over 12 cwt. but not over 16 cwt.	25
(iv.) Car 12 cwt. and under in weight	20
(v.) Motor Cycle with side car	15
(vi.) Motor Cycle without side car	10

1407. The present day standards of weight of light cars have cut right across the lines of demarcation between the weight groups of the various classes as set out above. Moreover, the system of classification is also capable of much simplification. Taking into consideration the first cost, running expenses, maintenance and depreciation, the cost of running even moderately expensive types of cars over a period of 3 years, averaging about 10,000 miles per annum, has been found to be in the neighbourhood of 25 cents per mile. There would thus appear to be hardly any justification for payment of more than 25 cents per mile for the use of any officer's car. It is, therefore, proposed that the highest weight class according to the existing classification, viz., cars over 21 cwt., which includes most of the "Twelves" on the market, should be rated at 25 cents per mile.

The cost of maintenance of Police Patrol Cars (light car class, 10 H.P. tourer) for an average total mileage of 38,000 over a period of 2½ years works out to 6 to 7 cents per mile—according to distance from Colombo—for low country, 7 cents per mile for mid-country and 9 cents per mile for up-country running. The above figures take into account the expenditure on petrol (Government contract price), tyres, oil and grease, &c., cleaner's allowance of Rs. 5 per mensem and all repairs during the period. If capital cost, depreciation, difference in price of petrol to private consumer, insurance, driver's pay, tax and licence duty were added, the cost per mile would still be well under 20 cents. Considering that most public officers have to travel on indifferent roads and do not reach an average mileage of over 10,000 per annum, both for official and private use, we are of opinion that 20 cents per mile is a fair and reasonable rate for light cars.

1408. We recommend that the future classification of cars for purposes of motor mileage should be as follows:—

- "Heavy" cars—i.e., cars over 21 cwt.
- "Light" cars—i.e., cars over 15 cwt. but not over 21 cwt.
- "Baby" cars—i.e., cars over 11 cwt. but not over 15 cwt.

It will be noted that the range of cars classified as "Baby" includes all the popular "Sevens" and "Eights", the cost of running which, on the basis previously mentioned but with a cleaner instead of a driver, is about 13.2 cents per mile. There are two or three makes of cars on the market under 11 cwt. in weight and in power less than 7 H.P. which would cost 10 cents or less per mile to run and which we would include in the class for motor cycles. It is reasonable, we think, to allow the existing rate of 10 cents for motor cycles to stand considering the discomfort of this mode of travel, but the differentiation shown to motor cycles with side cars should be removed.

1409. Our recommendations for motor mileage rates would therefore be as follows:—

	Rate per mile.
	Cents.
(i.) Cars over 21 cwt. in weight	25
(ii.) Cars over 15 cwt. but not over 21 cwt. ..	20
(iii.) Cars over 11 cwt. but not over 15 cwt. ..	15
(iv.) Cars of 11 cwt. and under and motor cycles ..	10

The privilege of receiving payment under class (iv.) may be granted to officers now entitled to motor cycle mileage under Financial Regulation 1181 (b) who would be drawing Rs. 3 and over as subsistence allowance under our proposals. The mileage rate under class (i.) should be limited to officers drawing salaries of £1,000 and over (New Entrants: Rs. 10,800 and over). Officers drawing salaries between £300 and £1,000 but owning cars of 21 cwt. and over in weight will draw mileage according to class (ii.)

1410. We would also make the following recommendations:—

- (1) Hiring car mileage should be reduced to 25 cents per mile or actual expenditure if less.
- (2) All other existing motor mileage at casual rates should be reduced to correspond with our recommendations in paragraph 1409 above (*e.g.*, Financial Regulation 1254).
- (3) Mileage for carts (Financial Regulation 1181 (c)) should be reduced to 25 cents per mile.
- (4) Mileage for bicycles (Financial Regulation 1181 (e)) should be reduced to 4 cents per mile.
- (5) Financial Regulation 1194—all public officers, except the Judges of the Supreme Court, should be limited to one peon or servant only on Government account.
- (6) Financial Regulation 1195—the *batta* of chauffeurs of officers referred to in Note (i.) should be Rs. 2.25 per diem.

Subsistence and Lodging Allowances.

1411. When the transport allowances were last revised in 1932 and a general reduction in the neighbourhood of 25 per cent. in the mileage rates of motor cars was effected, the Government felt that the cost of travelling in general, including the cost of subsistence, had fallen appreciably since the rates of subsistence and lodging allowances were last fixed in 1924. Although it was accepted that some permanent reduction in the rates of subsistence and lodging allowances was justified, a temporary "cut" of approximately 25 per cent. on all rates of subsistence and lodging allowances was imposed.

It may be mentioned that at that time His Excellency the Governor himself, the Judges of the Supreme Court, the Ministers and Members of the State Council decided to forego 25 per cent. of the rates they were entitled to. The temporary "cut" was restored in October, 1935, soon after the restoration of the temporary "cut" on salaries. But the necessity felt in 1932 for a permanent "cut" on all rates of subsistence and lodging allowances appears to us to have gathered greater force and urgency since then.

1412. A statement of some of the temporary reductions imposed in 1932 may be of interest.

(i.) Subsistence and Lodging Allowances—Financial Regulation 1174 :

Salary.	Rates as revised in 1924 and in force up-to-date.		Rates as temporarily reduced in 1932.	
	Subsistence Allowance.	Lodging Allowance.	Subsistence Allowance.	Lodging Allowance.
	Rs. c.	Rs. c.	Rs. c.	Rs. c.
£1,400 and over ..	.. 9 0	.. 3 0	.. 7 0	.. 2 0
£840 and over ..	.. 8 0	.. 2 50	.. 6 0	.. 2 0
£450 and over ..	.. 7 0	.. 2 0	.. 5 0	.. 1 50
£300, or Rs. 4,500 and over	.. 6 0	.. 1 50	.. 4 50	.. 1 0
Rs. 2,840 and over	.. 5 0	.. 1 50	.. 4 0	.. 1 0
Rs. 1,600 and over	.. 4 0	.. 1 50	.. 3 0	.. 1 0
Rs. 1,250 and over ..	.. 3 50	.. 1 0	.. 2 50	.. 0 75

Combined Rates.

Rs. 1,000 and over	.. 2 50	.. 2 0
Rs. 800 and over ..	.. 2 0	.. 1 50
Rs. 600 and over ..	.. 1 50	.. 1 12½
Rs. 450 and over ..	.. 1 0	.. 0 75
Under Rs. 450 ..	.. 0 75	.. 0 60

(ii.) Combined Rates—Schedule I. (Financial Regulation 1174 (ii).) :—

His Excellency the Governor	.. 80 0	.. 60 0
Judges of the Supreme Court	.. 15 0	.. 12 0
Members of the State Council	.. 15 0	.. 12 0
Private Secretaries to Judges of the Supreme Court ..	.. 7 50	.. 6 0

1413. The subsistence and lodging allowances which were last subjected to a revision in 1924 need a careful review in the light of present day requirements. We agree with the principle of dividing the batta payable to officers of the higher grades into separate charges for subsistence and lodging, the latter payable on account of lodging expenses for nights spent in "any hotel, resthouse or recognized boarding house". We do not recommend the re-imposition of the scales cut in 1932 as an all-round "cut" of 25 per cent. would be arbitrary and, in many cases, too drastic. Our examination of the case for reduction in the rates has led us to the following conclusions :—

- (1) Combined rates of Re. 1 and under for 24 hours drawn by minor employees cannot bear any "cut".
- (2) Other combined rates varying from Rs. 1.50 to Rs. 2.50 for 24 hours can be reduced by 10 per cent.
- (3) The needs of officers drawing salaries of Rs. 1,250 and over have been examined from the point of view of the actual expenditure incurred. This examination has revealed the following results :—
 - (i.) The middle grades generally of the Government Service, the clerical services and officers of an equivalent status can surrender approximately 12½ per cent. of their aggregate allowance.
 - (ii.) There should be little increase in the rate of subsistence as staff officers rise in salary and official status. Hence the existing rate for staff officers now graded in the highest class under Financial Regulation 1174 can stand a "cut" of 25 per cent.

1414. The cost of living at a Resthouse in Ceylon may be taken as a criterion of the average expenditure which an officer is called upon to incur on circuit. We have, therefore, examined the tariff at the various Resthouses. According to the tariff recently revised by the Provincial Road Committee, Western Province, the maximum charge for lodging (which includes the use of towels, table linen, beds, mosquito curtain and lights) at any Resthouse in the Western Province is Rs. 1.50 for any continuous period of 24 hours. The cost of lodging at other Resthouses

is round about the same figure. The highest inclusive charge for lodging we have come across is for a Resthouse in the Southern Province where the charge is Rs. 2. It should be noted that the large majority of Resthouses charge separately for linen and towels and officers who take their own articles can avoid these charges. It is a debatable point whether the cost of garaging a car should be included in the officer's lodging expenses or be considered as incidental to the use of a car on circuit and therefore covered by the mileage rate allowed. In any case, the garage charge is never more than 50 cents for a night while it is less in many cases. We would, therefore, recommend the higher rate for lodging at Rs. 2.50 per diem. The lodging expenses at First Class Hotels in two or three of the principal towns is no doubt high but these cases cannot be taken as the basis for a general scale.

We have, moreover, examined the all-inclusive cost of living in a variety of Second Class Hotels and Boarding Houses all over the Island and find the cost ranging from Rs. 2.50 to Rs. 4.50 per diem. The lower rates of Re. 1 or Rs. 1.50 for lodging alone for nights spent at such places cannot but be generous.

1415. As for the scale of charges for subsistence at Resthouses, the cost of 4 meals for a day selected from the first class menu provided by the average Resthouse Keeper is about Rs. 6. It must not be forgotten, however, that the cost of 4 meals per diem at a Resthouse with the staple diet of the country, viz., rice and curry for the two principal meals can be as low as Rs. 2.50. It is reasonable to assume that many officers, particularly the senior officers in the middle grades, can find a happy medium in between these two limits.

1416. We would, therefore, recommend the rates of subsistence, lodging and combined allowances shown hereunder in place of those in force under Financial Regulation 1174. The reason for suggesting a combination of the first two classes is that officers of approximately the same social status who use the same type of accommodation incur very nearly the same expenditure when travelling on duty.

Salary.	Existing Rates.		Rates "cut" in 1932.		Rates proposed by us.	
	Subsistence Allowance.	Lodging Allowance.	Subsistence Allowance.	Lodging Allowance.	Subsistence Allowance.	Lodging Allowance.
	Rs. c.	Rs. c.	Rs. c.	Rs. c.	Rs. c.	Rs. c.
£1,400 and over	.. 9 0	.. 3 0	.. 7 0	.. 2 0	.. 6 50	.. 2 50
£840 and over	.. 8 0	.. 2 50	.. 6 0	.. 2 0	.. 6 0	.. 2 0
£450 and over	.. 7 0	.. 2 0	.. 5 0	.. 1 50	.. 6 0	.. 2 0
£300 or Rs. 4,500 and over	.. 6 0	.. 1 50	.. 4 50	.. 1 0	.. 5 50	.. 1 50
Rs. 2,840 and over	.. 5 0	.. 1 50	.. 4 0	.. 1 0	.. 4 0	.. 1 50
Rs. 1,600 and over	.. 4 0	.. 1 50	.. 3 0	.. 1 0	.. 3 50	.. 1 50
Rs. 1,250 and over	.. 3 50	.. 1 0	.. 2 50	.. 0 75	.. 3 0	.. 1 0
			Combined Rates			
Ra. 1,000 and over	.. 2 50	..	.. 2 0	..	.. 2 25	..
Ra. 800 and over	.. 2 0	..	.. 1 50	..	.. 1 80	..
Ra. 600 and over	.. 1 50	..	.. 1 12½	..	.. 1 35	..
Ra. 450 and over	.. 1 0	..	.. 0 75	..	.. 1 0	..
Under Ra. 450	.. 0 75	..	.. 0 60	..	.. 0 75	..

1417. Schedule I referred to in Financial Regulation 1174 (ii.) adjusts inequalities in the operation of the above rates and allows special rates for hard cases. Rates allowed under this Schedule should also be reduced in the spirit of our previous recommendations:—

- (i.) Judges of the Supreme Court and Members of the State Council: We recommend that the combined allowance be reduced from Rs. 15 to Rs. 12.
- (ii.) Adjutant, Ceylon Defence Force, Private Secretary and Aide-de-Camp to His Excellency the Governor, Government Printer, Government Storekeeper and Assistant Government Agents should receive Subsistence Allowance at Rs. 6.50 per diem and Lodging Allowance at Rs. 2.50 per diem.
- (iii.) Assistant Settlement Officers, the Interpreter to His Excellency the Governor, Medical Officers, Grade I. and II. and officers in the Sanitary Branch of equivalent status, Matrons and Sisters of the Medical Department should receive a minimum Subsistence Allowance of Rs. 5.50 per diem and Lodging Allowance of Rs. 1.50 per diem.

(iv.) Private Secretaries of Judges of the Supreme Court: Combined allowance of Rs. 6 per diem.

(v.) Nurses of the Medical Department, clerks accompanying Commissions and Committees, clerks in the Office of the Deputy Financial Secretary and the Auditor-General when accompanying Inspecting Officers, District Examiners of the Audit Department and Interpreters and Reference Case Clerks of the Land Settlement Department: Subsistence Allowance Rs. 4.00 per diem and Lodging Allowance Rs. 1.50 per diem.

(vi.) Members of the Clerical Service, Grade III. Surveyors, Draughtsmen, Shroffs, Apothecaries, Inspectors in the Excise, Veterinary and Sanitary Departments and officers of similar status:—

(a) drawing salaries of Rs. 760 and over, but not amounting to Rs. 1,600: Subsistence Allowance Rs. 3 per diem and Lodging Allowance Re. 1 per diem.

(b) drawing salaries of less than Rs. 760: Subsistence Allowance Rs. 2.25 per diem and Lodging Allowance Re. 1 per diem.

(vii.) Sword and Mace Bearers of the Supreme Court, Motor Car Drivers: Combined rate of Rs. 2.25 per diem.

(viii.) Overseers in the Medical Department and Supervisors of the Civil Medical Stores drawing salaries of less than Rs. 1,000: Combined rate of Rs. 1.80 per diem.

1418. *Absence for less than a complete day.*—We are of opinion that the allowances made for part of the day under Financial Regulation 1172 are far too generous. We would recommend the following instead:—

For part of 24 hours :

Not less than 10 hours	..	..	Half day
Not less than 18 hours	..	..	One day

The above, we understand, is in accordance with the practice obtaining in England.

Fixed Transport Allowance.

1419. The recommendation we have made under "Motor Mileage Rates" averages to about a 25 per cent. reduction. It would, therefore, be logical to reduce fixed transport allowances (which include no batta) by the same percentage, but as these allowances have already been fixed fairly low, we would recommend the following:—

	Rs.	c.
Cars weighing over 21 cwt.	..	60 0
Cars weighing over 15 cwt. but not over 21 cwt.	..	50 0
Cars weighing over 11 cwt. but not over 15 cwt.	..	40 0

The fixed transport allowance for cars over 21 cwt. should be limited to officers drawing £1,000 and over (new entrants Rs. 10,800 and over).

Commutated Travelling Allowance.

1420. The question of commuted travelling allowances which include batta as well is a difficult one for application of a rule of thumb. We would, however, suggest an immediate "cut" of 20 per cent. subject to adjustment of the allowances by the Treasury in special cases.

ASSESSORS, JURORS, WITNESSES, &C. (CHAPTER XVIII. OF FINANCIAL REGULATIONS.)

1421. We have applied the principles enunciated in the foregoing paragraphs and suggest revision, where necessary, of the Regulations contained in Chapter XVIII. of the Financial Regulations which relate to Assessors, Jurors, Witnesses, Unofficial Magistrates, Inquirers and Minor Headmen in accordance with our recommendations in the following paragraphs.

Financial Regulation 1271 Assessors, Jurors and Witnesses.

SCHEDULE A.

Witnesses.—For the purposes of paying batta and travelling allowance, witnesses are classified into five classes. The present classification which is based on occupation, besides resulting in confusion in administration, is definitely unfair to certain classes of persons who may be classified in a low category because of their occupation, but who may ordinarily be accustomed to a higher standard of living. For example, teachers of non-Government recognised primary schools are put down under Class III. irrespective of their total income and the standard of comfort they are accustomed to. On the other hand, it is incongruous that all Surveyors in private practice should come under Class I. while Mudaliyars not in Government employ come under Class II. It will also be noted that the only difference between Classes IV. and V. is one of annual income. We feel very strongly that the classification should be on an income basis, subject to a few exceptions, noteworthy among which would be members of religious orders and other persons whose incomes cannot be the criterion of their standard of living. Even these excepted persons would be entitled to classification in a higher class if their income entitles them to it. We would, however, raise persons in Class II. to First Class Railway Travel as many professional men having incomes between Rs. 3,600 and Rs. 6,000 ordinarily travel First Class.

We accordingly recommend the revision of Schedule A as follows:—

Class.	Batta per Diem.		Travelling Allowance per Single Mile.		Class of Fare on Public Conveyance entitled.	
	Existing.	Revised.	Existing.	Revised.	Existing.	Revised.
	Rs. c.	Rs. c.	Rs. c.	Rs. c.	Existing.	Revised.
I.	10 0	8 0	0 30	0 25	First	First
II.	6 0	5 0	0 30	0 20	Second	First
III.	3 0	2 50	0 20	0 15	Second	Second
IV.	1 50	1 50	0 20	0 10	Third	Third
V.	1 0	1 0	0 10	0 10	Third	Third

Classes of Witnesses:

Class I.

All persons having annual incomes of Rs. 6,000 and over and the following persons irrespective of their incomes:—

- (i.) Military and Naval Officers not being in the employ of the Ceylon Government;
- (ii.) Unofficial Magistrates;
- (iii.) Commanders of the Mercantile Marine.

Class II.

All persons having annual incomes of Rs. 3,600 and under Rs. 6,000 and the following persons irrespective of their incomes:—

- (i.) Clergymen of Christian denominations;
- (ii.) Priests;
- (iii.) Inquirers under the Criminal Procedure Code not in Government employ.

Class III.

All persons having annual incomes of Rs. 1,500 and under Rs. 3,600 and the following persons irrespective of their incomes:—

Soldiers and Sailors not being in the employ of the Ceylon Government,

Class IV.

All other persons not included in any of the above Classes and having annual incomes of Rs. 500 and under Rs. 1,500.

Those in Class V. when giving evidence beyond the limits of the area over which the local District Court has jurisdiction.

Class V.

No change is recommended in the existing definition.

SCHEDULE B.

Jurors.

We do not propose any reduction in the existing rates of batta as the service is compulsory and given free while it involves lodging for long periods in the larger towns. But we recommend the following reduced mileage rates:—

Class.	Existing Rate.		Reduced Rate.	
	Rs.	c.	Rs.	c.
I.	0 30	..	0 25
II.	0 30	..	0 20
III.	0 20	..	0 15

SCHEDULE C.

Assessors.

We do not recommend any reduction in the rates of batta; but we recommend the following reduced mileage rates:—

Class.	Existing Rate.		Reduced Rate.	
	Rs.	c.	Rs.	c.
I.	0 30	..	0 25
II.	0 30	..	0 20

Unofficial Magistrates.

1422. *Financial Regulation 1299 (ii).*—The mileage rate of 30 cents should be reduced to 25 cents per mile.

1423. *Financial Regulation 1300 (i).*—*Subsistence.*—The existing rates are as follows:—

	Rs.	c.
For each complete 24 hours	8 0
For part of 24 hours :		
Not less than 6 hours	4 0
Not less than 12 hours	8 0

We recommend that the rates be reduced as follows:—

	Rs.	c.
For each complete 24 hours	7 0
For part of 24 hours :		
Not less than 10 hours	3 50
Not less than 18 hours	7 0

1424. *Financial Regulation 1306 (ii).*—The mileage rate of 20 cents should be reduced to 15 cents per mile.

1425. *Financial Regulation 1307—Subsistence.*—The existing rates of subsistence are:—

	Rs.	c.
For each complete 24 hours	2 50
For part of 24 hours :		
Not less than 6 hours	1 25
Not less than 12 hours	2 50

We recommend that the rates be reduced as follows:—

	Rs.	c.
For each complete 24 hours	2 25
For part of 24 hours :		
Not less than 10 hours	1 12
Not less than 18 hours	2 25

1426. *Existing Practice of paying batta to Witnesses, etc.*—It was brought to our notice that in many instances persons who should properly be classified in a lower class have successfully claimed batta in a higher class and that the checks

against such abuse have proved inadequate. We have discussed this question with the Deputy Financial Secretary and he has agreed to look into the matter with a view to tightening up the existing procedure to ensure payment strictly in accordance with the classification.

CEYLON DEFENCE FORCE.

1427. *Camp Allowances and Batta.*—The travelling allowances paid to the permanent staff of the Ceylon Defence Force are governed by Financial Regulations. But the camp allowances and batta paid to the Force for attending Camps, and parades other than camps, respectively, are governed by special regulations—Ceylon Defence Force Regulations 354 to 365. The latter are intended to cover the cost of messing and incidental expenses and they serve the same purpose as subsistence allowance. Camp allowances are paid personally only to the Officers of the Force. Allowances to the other ranks are not drawn by them but credited to a Corps Camp Account to be expended at the discretion of the Commanding Officer. We are of the opinion that all allowances in the nature of batta should undergo a reasonable reduction. The new rates fixed by us for Government Officers, after a full inquiry into the expenses which they actually incur under present conditions, should serve as a guide in effecting a similar reduction in the allowances paid to members of the Defence Force. We recommend that these rates of allowances (including motor car mileage, etc.) should be reviewed by the Treasury at an early date with a view to effecting a reasonable reduction.

1428. Our proposals for changes in the Regulations governing the payment of travelling expenses of public officers were, by the orders of His Excellency the Governor, placed before the Board of Ministers for an expression of the Board's views. With the Board's concurrence His Excellency the Governor approved our proposals and the Regulations were accordingly revised by the Treasury. The amended Regulations came into force with effect from July 1, 1939. In this connection His Excellency the Governor ordered that the combined subsistence and lodging allowance for the Governor of Rs. 80 per diem prescribed by Schedule I of Page 191 of the Financial Regulations should be reduced to Rs. 60 per diem with effect from July 1, 1939. It should be noted that the Governor does *not* draw this allowance unless he is put to corresponding expense.

SAVING.

1429. The total vote for travelling for all departments in the 1938-39 Estimates is Rs. 3,437,313 of which 3 to 4 lacs may be taken as payment to the Railway for services rendered. We estimate that our recommendations in respect of the reduction in rates should produce a minimum annual saving of Rs. 500,000.

CHAPTER XVII.

**STATIONERY, OFFICE FURNITURE, OFFICE REQUISITES
AND PRINTED FORMS.**

1430. In our report on the Government Press, we have dealt with the subjects of Stationery and Printed Forms in a general way. Here we record some of the discoveries we have made and the conclusions we have reached in the course of our investigations of several Departments, in order that Heads of Departments may obtain an idea of the various channels into which the present waste runs and effect economy by reducing the quantities of supplies ordered, by insisting on the careful use by their subordinates of all items of Stationery and Printed Forms and by preventing all chances of leakage. We conclude the chapter with recommendations put forward with a view to the tightening up of the control over indenting and the elimination of the wasteful methods at present in force.

Stationery.

1431. The total provision in the 1938-39 Estimates for stationery, office furniture and office requisites is approximately Rs. 350,000.

1432. Orders emphasizing the necessity for the economical use of stationery have been issued by Government from time to time. Moreover, the Financial Regulations of Government lay down that in indenting and estimating for stores, Heads of Departments should exercise care and vigilance and not make demands in excess of requirements, on pain of personal surcharge. Our investigations disclosed the fact that several Heads of Departments had failed to pay proper attention to these orders and had built up large reserve stocks of stationery. It may be mentioned, as an example, that an allocation of Rs. 500 in the case of a certain department has been reduced to Rs. 50 by the Executive Committee until such time as the accumulated stocks amounting to over Rs. 1,700 are gradually brought down.

1433. The Retrenchment Commissioners of 1921 recommended that each Department should be provided with its own separate vote for Stationery, Office Furniture and Office Requisites and also for Printed Forms. They thought that Heads of Departments " would then pay more attention than at present to the economical disbursement of their allowances under these heads " and that this procedure would tend to prevent a certain amount of extravagance in the ordering of Stationery and Printed Forms that was then taking place. Although this recommendation was given effect to by Government we observe that it has not had the desired result. We feel that the special care and attention which the Commissioners expected of the Heads of Departments have not been consistently exercised.

1434. Some of the attendant causes of this undesirable state appear to be:—

- (a) Stationery requisitions are not generally checked by superior officers or by senior clerks made responsible for the exercise of economy;
- (b) The important duty of the preparation of stationery indents has often been left to a junior clerk who, when the time came for indenting, copied the previous years' indent quite heedless of the fact that in respect of numbers of the items indented there was already considerable overstocking;
- (c) The absence of a system of rationing of desk stationery;
- (d) The allocation of funds to the various departments does not appear to have been made on any estimate of actual requirements. To arrive at a fairly correct figure, rough estimates should have been prepared showing approximately stationery requirements grouped under different headings, such as the following:—
 - (i.) The personal requirements of staff officers and clerks, e.g., pens, pencils, pen-points, erasers, blotting paper.

- (ii.) General office requirements, *e.g.*, paper, carbon paper, tissue paper, type-writer ribbons, envelopes, &c.
- (iii.) Jeyes fluid, candles, brass polish, &c., depending on the size and importance of the buildings occupied.

1435. In the absence of properly prepared estimates based on correct data, the amount voted annually for this service has in many cases had no relation to actual requirements and the lack of system in indenting has resulted in numerous anomalies. For example, the allocation to the two Magistrates' Courts at Colombo consisting of 14 clerks is Rs. 400, whereas some Magistrates' Courts in the provinces with much smaller staffs have proportionately very much larger allocations.

1436. This defective system has also led to the accumulation of an unduly large surplus stock in certain Departments. A few instances are given below:—

- (a) A Government Agent, whose staff consisted of 28 clerks had in stock, in addition to other articles, 510 coloured pencils, 272 pen-holders, and 21 gross of pen-points. The total value of the accumulated stock was Rs. 1,364. His annual allocation is Rs. 1,750.
- (b) An Assistant Government Agent, whose yearly allocation is Rs. 1,373, had in stock stationery to the value of approximately Rs. 2,193.
- (c) Another Assistant Government Agent had 26,700 envelopes of various sizes, of the total value of Rs. 181. His total allocation for all stationery was Rs. 1,340.
- (d) Where the clerical staff consisted of only 4 clerks and the teaching staff of 23 (full-time and part-time) an Educational Institution in Colombo had, among other articles, the following:—

Erasers	..	..	240
Coloured Pencils	..	..	120
Penholders	..	..	56
Jeyes Fluid	..	..	32 gallons
Boxes of Matches	..	..	300
Brooms of various descriptions	..	..	269

1437. We have already drawn the attention of the Treasury authorities to this state of affairs and we are glad to report that circular instructions have been issued to departments recapitulating all previous instructions on the economical use of stationery and embodying certain further directions on lines suggested by us. The Treasury has further, as the result of our representations, curtailed the supply of stationery by 50 per cent. on the current year's Estimates in all departments, save where special authority for a larger allowance has been granted. It is expected that this will save approximately Rs. 100,000 this year and about half that sum annually in future years.

Office Furniture, Office Requisites, &c.

1438. The Commission has also investigated the question of office furniture and office requisites, such as typewriters, duplicating and adding machines, Roneo cabinets, &c., available in the several Government departments and has arranged for the issue to other departments of whatever stock was found surplus.

Printed Forms.

1439. It is, perhaps, not generally known that nearly 7,900 standard forms are in use in the various Government Departments and that a hundred million of these are printed annually at the Government Press at an approximate cost of over five lakhs of rupees. The subjoined table shows the expenditure incurred on account of printing during the five financial years ending September 30, 1937:—

			Rs.	c.
1.10.32 to 30.9.33	..	..	596,793	87
1.10.33 to 30.9.34	..	..	521,080	85
1.10.34 to 30.9.35	..	..	532,885	57
1.10.35 to 30.9.36	..	..	713,255	45
1.10.36 to 30.9.37	..	..	665,710	16

We observe that a large number of departmental forms have been designed without any consideration for economy in use of paper, style of type, &c. Some of the outside and complicated forms could be reduced to standard size and simplified. Forms which became obsolete years ago continue to be shown as standard ones; out of a total of 7,900 forms shown in the different departmental indents as many as 1,300 have not been indented for during the last 2 years; 268 forms out of 1,038 Government Agents' forms have not been demanded during the last 5 years, presumably because they have become obsolete.

We have taken preliminary steps to bring up to date the Government Agents' Indent for printed forms. So long as obsolete forms are shown on the indents, some Heads of Departments will continue to indent for them without regard to their actual use. It was brought to our notice that about 7 or 8 years ago Mr. L. J. B. Turner, C.C.S., revised a number of forms. It is not clear that the Indent Forms have been revised in recent years.

1440. *Over-Indenting.*—The following are instances of the practice of indenting for forms without reference to their actual use, the stock in hand or the rate of consumption:—

- (i.) An outstation Provincial Registrar's Office had 61 Ministers' Registers of Marriages (Regn. B4) when the approximate yearly consumption was only 10.
- (ii.) In this same office were found 120 Registers of Still-births of 50 forms each. These registers are meant for the exclusive use of Medical Registrars. The present stock of 120 registers of 6,000 forms will, according to the average yearly consumption, be sufficient to meet demands during the next 20 years.
- (iii.) An outstation Additional District Judge has obtained an attendance register for his staff of 4 clerks sufficient to last 60 years.
- (iv.) An Educational Institution in Colombo had 25 Votes Ledgers which will be sufficient to meet the institution's requirements during the next half century. It also had the following office memo blocks:—

Large size	..	..	..	100 pads
Medium	..	..	..	250 ..
Small	..	..	..	27 ..

The staff of the institution consists of 4 clerks and 23 full-time and part-time lecturers.

- (v.) A District Judge had in stock 41 Registers of Fees. The normal requirements of this particular register for any large department would be 2 volumes at the most for a year.

General Recommendations.

1441. Having brought to notice the waste and lack of system in the present arrangements for the indenting of Stationery and Printed Forms, we would make the following recommendations with a view to tightening up the control over indenting by departments:

Recommendations relating to both Stationery and Printed Forms.

- (a) The Treasury Investigating Officer should have added to his present functions the duty of surveying all stocks in hand of stationery and printed forms and investigating the possibilities of effecting economies in their use whenever he is inspecting the general working of a department.
- (b) The head of every department should be held responsible for economy in the use of office stationery and printed forms. For this purpose he should appoint an officer to whose ordinary duties would be added the functions of an economy officer in respect of stationery and printed forms. One of the main duties of this officer would be to scrutinize with care all indents for stationery and printed forms and make sure that there is no avoidable extravagance in the ordering of stationery and printed forms. (*Vide* our report on Head 28—Government Press.)

- (c) In all indents for stationery and printed forms information should be supplied showing:—
- (i.) Consumption during the previous year;
 - (ii.) Stocks in hand.
- (d) All Stationery and printed forms should be kept under lock and key, and receipts and issues should be entered in a stock book. The stock should be checked with the stock book once a year by some responsible officer named by the head of the department.

Recommendations relating to Stationery only.

- (e) All indents should be critically examined by the Government Storekeeper, under the direction of the Controller of Finance and Supply, with the particular object of ensuring that there is no extravagance in indenting. (The Government Storekeeper should be given the power to question departments regarding their indents and, if not satisfied with the explanation given, he should submit the matter for the orders of the Controller of Finance and Supply).
- (f) Strict adherence to Treasury Circulars on economy in stationery should be insisted upon. It would be one of the duties of the "Stationery Economy Officer" of the department—vide (b) above—to see that such Circulars are complied with at all times. The Investigating Officer, too, in the course of his inspections would make it his duty to report whether departments were in fact adhering strictly to the Treasury Circulars.
- (g) As regards what may be termed desk articles of stationery susceptible of standardisation when averaged over a Department, we recommend that, following the Indian practice, standard periods of use of such articles should be laid down by the Treasury. It should be enjoined on the Head of the Department that he should assure himself that indents are carefully framed and that the quantities indented for are not in excess of reasonable supplies, based on the average requirements of the office and in accordance with the standards laid down.

Recommendations relating to Printed Forms only.

- (h) All indents should be critically examined by the Government Printer under the direction of the Chairman, Printing Committee, with the particular object of ensuring that there is no extravagance in ordering. (The Government Printer should be given the power to question departments regarding their indents and, if not satisfied with the explanation given, he should submit the matter for the orders of the Chairman, Printing Committee).
- (i.) An immediate revision of all printed forms should be undertaken by the Printing Committee with the assistance of small departmental Committees with a view to eliminating all obsolete forms, standardising the sizes of various forms, simplifying their contents and amending their design so as to avoid all unnecessary waste of space.
- (j) The Printing Committee should arrange for re-distribution among neighbouring offices of all printed forms surplus to a department's requirements.

1442. *Savings.*—We estimate that the total savings likely to be effected under our proposals will amount to about Rs. 100,000 per annum—Rs. 50,000 on account of economy in Stationery and Rs. 50,000 by re-distribution of surplus forms and the more careful scrutiny of departmental indents for forms.

CHAPTER XVIII.

PETITIONS.

1443. In the course of our investigations we have received complaints on every hand of the very large amount of unnecessary labour cast upon Departments in connection with inquiries into petitions. It is not at all unusual for a memorialist to send copies of his petition to two, three or even four authorities at the same time with the result that the Head of the Department has to prepare several reports on the same subject, the one varying in minor detail from the other: the resulting waste of time and effort on the part of both staff officers and the clerical grades is sufficiently obvious to need no further comment from us. Again it quite often happens, in the case of petitions addressed to Ministers—which are not, in general, subject to the existing Government rules regarding petitions—that the petitioner memorializes the Minister in the first instance without previously applying for redress to the Head of the Department. In many cases direct approach to the latter would have resulted in the immediate settlement of the petitioner's complaint and the saving of the considerable trouble and unnecessary correspondence with the Ministry entailed by non-adherence to the general rule that petitions should ordinarily not be entertained unless the petitioner had first represented his grievance to the Head of the Department. We also understand that generally petitions are forwarded to Heads of Departments by certain Ministries for *report* and comparatively few for *disposal*.

1444. Another cause of uneconomic labour consists in the work of reporting on appeals in matters of discipline. There is at present no limit as to the number of times an aggrieved officer may appeal against a disciplinary order made affecting him nor is any limit of time laid down within which he may make his appeal. An actual case was quoted to us in which a Police Officer who was dismissed the Force in 1915 appealed to His Excellency a few months ago despite the fact that every Governor who had held office in Ceylon during the past 23 years had reviewed his case and declined to interfere with the order of the Head of the Department. The right of appeal in matters of discipline has, in our opinion, been grossly abused.

1445. The proposal has been put to us from several quarters that a requirement that all petitions should bear a stamp would act as a brake on the petitioning habit in this country and eliminate a great number of the really useless and trivial petitions that have to be reported on at present. After a careful consideration of the proposal we have come to the conclusion that there are inherent difficulties in the way of the adoption of this suggestion. In the first place, a requirement that every petition has to be stamped would tend to deprive the poor man of his right of appeal: for a very small stamp duty would, in our opinion, have practically no effect on the spate of petitions and a stamp duty of a substantial amount would have the very undesirable result of shutting out even the legitimate appeals of the very poor. Secondly, if the grievance were found to be a genuine one, provision would no doubt have to be made to refund the amount of the stamp duty. This would lead to a great deal of clerical work with regard to the making of the refunds quite apart from discussions and arguments as to whether the refund should be made or not in a particular case. Thirdly, the payment of a stamp fee would lead the petitioner to expect, as a right, that the inquiry should be held on lines desired by him and in the fullest and most comprehensive manner, however trivial the matter might be. Fourthly, there would be considerable administrative difficulty in dealing with petitions in the form of letters. The imposition of a stamp duty would involve the returning to the senders to be stamped of all letters containing a request in any form: a discriminatory procedure that would be likely to lead to considerable argument.

1446. In view of the above difficulties we recommend meeting the problem of unnecessary petitions by tightening up the present petition rules, making them more comprehensive and making them of general application to all petitions to whatever authority they may be presented. If, after a period of trial, no relief

is found to follow from the revision of the petition rules and making them generally applicable, we see no objection to the experiment being tried of imposing stamp duties as follows:—

- (a) Re. 1 on all petitions of first instance to Heads of Departments;
- (b) Rs. 2 on all petitions to Ministers and second petitions to Heads of Departments on the same subject and
- (c) Rs. 5 on all petitions addressed to
 - (i.) the Governor, and
 - (ii.) the Secretary of State for the Colonies.

1447. The present rules regarding petitions contained in Appendix A to the General Orders were drafted some 30 years ago and have not been revised since: moreover, they are applicable only to petitions to the Governor and the Chief Secretary. They are clearly inadequate nowadays and an attempt has been made by us to draft a more comprehensive set of rules which, we propose, should be applied to all petitions to whatever authority they may be submitted. The new rules proposed by us are annexed to this report. It will be noted that we have divided the rules into two sections, viz:—

- A. Rules relating to petitions by private persons, or by public bodies, or by public servants in their private capacity.
- B. Rules relating to petitions by persons who are, or were, in the service of the Crown, in respect of matters affecting them as servants of the Crown.

We have devised separate rules for public servants wishing to petition regarding service matters as it seemed desirable to lay down specific rules for public servants and ex-public servants which might be incorporated in the Public Service Regulations and stringently enforced.

1448. As regards the rules under A relating to petitions by private persons, public bodies, &c., we trust that, in view of the desirability of easing the pressure on departments and relieving the staff of a mass of nonproductive effort, the Ministers will consent to the application of these rules, to all petitions addressed to them. We would particularly stress the importance of rule 3, the adoption of which should lead to considerable relief to the departments. It should, after all, be no hardship on a petitioner to be referred to the local authority in the first instance: it will in many cases be cheaper to him as he will possibly save the cost of a second petition to the Minister or the Governor.

1449. As regards the rules under B relating to petitions by Government or ex-Government Servants in respect of matters affecting them as servants of the Crown, it will be observed that sections 7, 8, and 10 (d) represent a departure from past practice in that limits have been laid down—

- (a) as regards the time within which the appeals may be taken to the Governor or Secretary of State; and
- (b) as regards the number of appeals that may be made.

We have already referred to the manner in which the right of appeal in matters of discipline has been grossly abused in the past and it is clear to us that, in the interests of the economic working of departments, the time has come when reasonable limits should be imposed as to the time within which an appeal may be taken and as to the number of appeals a memorialist may make. We do not think that any serious injustice will be caused by the introduction of a six months' rule as to the period and by circumscribing the appellant's right to one appeal to the Governor and one appeal to the Secretary of State except in cases where new facts or circumstances are adduced which afford grounds for a reconsideration of the matter. Apart from those cases in which fresh facts come to light it hardly

ever happens that any useful purpose is served by a repetition of the original appeal: the facts are carefully investigated at the time of the first appeals to the Governor and the Secretary of State and the only result of repeated appeals is to give departments endless trouble in delving into the old files and rewriting old reports. There are ample precedents in legal appeals for such restriction as we now propose. Appeals in both civil and criminal cases must be taken within specified periods and even in a murder case there is only one regular trial and one appeal only is allowed to the Governor. We note, too, that similar rules are in force in India: under paragraph 14 of the Civil Services (Classification, Control and Appeal) Rules "an appeal may be withheld by an authority not lower than the authority from whose order it is preferred if:—

* * * * *

" (3) It is not preferred within six months after the date on which the appellant was informed of the order appealed against, and no reasonable cause is shown for the delay, or

" (4) It is a repetition of a previous appeal and is made to the same appellate authority by which such appeal has been decided, and no new facts or circumstances are adduced which afford grounds for a re-consideration of the case "

We strongly recommend the adoption of the proposals we now put forward which, in so far as sections 7, 8 and 10 (d) are concerned, will require the approval of the Secretary of State.

1450. We would suggest that, if the rules now proposed by us are approved, they should be printed in English, Sinhalese and Tamil and given the fullest publicity. We would also suggest that, if it should become necessary to reject a petition because of an infringement of one or more of the rules, the petition should be returned, under cover of a printed memorandum with the rules printed on the back, with an indication to the petitioner of the rule that he has infringed. The petitioning public would thereby quickly become accustomed to the new order of things and would, in a short space of time, cease to waste money on petitions to several authorities at the same time.

1451. It has been suggested to us from one or two quarters that a law should be introduced to make provision for the licensing of petition drawers. This proposal, which was considered and rejected by Government in 1907, does not appeal to us as a remedy for the chronic habit of petitioning to which this country is prone. There are not a great number of petition drawers who abuse their calling and those who do so can, we feel, be adequately dealt with by the re-introduction of General Order 56 in the following modified form, viz.:—

" Heads of Departments and Secretaries to Ministers should forward to the Chief Secretary from time to time the names of petition drawers who abuse their calling by writing petitions which are couched in language which is disloyal, disrespectful or improper or which prove to be malicious libels on public servants. When reporting such cases they should forward a specimen petition, so that the writing may be on record in the Secretariat. Such petition drawers will then be interdicted, and petitions written by them will not be entertained."

We suggest that the Chief Secretary should forward to the Heads of all Departments and to the Secretaries to the Ministers the names of petition drawers who may from time to time be interdicted under this rule to ensure the rejection of petitions drawn up by this type of person. The names of these interdicted petition drawers should be posted up at all the offices for public information.

1452. RULES REGARDING PETITIONS.

A. *Petitions by Private Persons or Public bodies: or by Public Servants in their private capacity.*

1. Petitions may be in manuscript or typescript or in print: if in manuscript they must be legibly written. If the petition is in manuscript and is not in the handwriting of the petitioner, it must bear the signature in legible characters of the person by whom it is prepared in addition to the signature, mark or thumb impression of the petitioner. A petition must in all cases contain the full address of the petitioner (or principal petitioner) and of the petition drawer, if any.

2. Every petition shall—

- (a) contain all material statements and arguments relied upon by the petitioner;
- (b) be complete in itself; and
- (c) end with a specific request.

If a copy of the petition has been sent to another authority a note to that effect should be appended to the petition.

3. Petitions addressed to the Governor, Officers of State, Ministers or Executive Committees will not be entertained unless they disclose that redress has been sought in the first instance by application to the Government Agent, Head of Department or Chairman of the Local Authority immediately concerned, and sufficient time has been given for the authority addressed to make inquiries and send a reply. The answer or orders of such Government Agent, Head of Department or Chairman of the Local Authority, if any shall have been given, must be attached to the petition.

4. Applications for employment must be addressed to the authority, if any, specified in the notice inviting applications; otherwise to the Head of the Department in which there is a vacancy and it is for petitioners to ascertain where such vacancies exist.

5. Applications for charitable allowances must be addressed to the Government Agent or Assistant Government Agent, as the case may be, in immediate charge of the District in which the applicant resides.

6. All communications addressed to the Secretary of State for the Colonies must be forwarded to the Governor *in triplicate*.

7. Petitions or telegrams which merely invite attention to previous petitions presented within the preceding month will not be answered.

8. Petitions will not be entertained in the following cases:—

- (a) when the petitioner has not complied in full with the above instructions;
- (b) when the petition is illegible or unintelligible or contains language which in the opinion of the recipient is disloyal, disrespectful or improper;
- (c) when a previous petition on the same subject to the same or higher authority has been disposed of and the petition discloses no new facts or circumstances which afford grounds for a re-consideration of the case;
- (d) when the petition is a representation against the orders of a Government Agent, Head of Department or Chairman of a Local Authority communicated to the petitioner more than six months before the submission of the petition and no satisfactory explanation for the delay in forwarding the petition is given;
- (e) when the petition is a representation against a decision which is declared to be final by any law or statutory rule;
- (f) where the law prescribes a particular mode of obtaining redress—e.g., by appeal to the Supreme Court, application to a Minor Court or by any other means;
- (g) where relief is asked for from a judgment in a Civil Action or from any order in a Civil Court, in a case to which the Crown or a public officer, in his capacity as such, is not a party;
- (h) when the request is for an enquiry or investigation into a matter that is pending before a Court of Law.

Exceptions :

(a) In all cases in which the law expressly provides a mode of application to the Governor, the above rules do not supersede that mode of application.

(b) The above rules do not apply to petitions for pardon by or on behalf of persons in jail under sentences of criminal courts.

B. *Petitions by persons who are, or were, in the service of the Crown in respect of matters affecting them as servants of the Crown.*

1. Petitions may be in manuscript or typescript or in print: if in manuscript they must be legibly written. If the petition is in manuscript and is not in the handwriting of the petitioner, it must bear the signature in legible characters of the person by whom it is prepared, in addition to the signature, mark or thumb impression of the petitioner. A petition must in all cases contain the full address of the petitioner (or principal petitioner) and of the petition drawer, if any.

2. Every petition shall—

- (a) contain all material statements and arguments relied upon by the petitioner;
- (b) be complete in itself;
- (c) be confined to representations on one subject only; and
- (d) end with a specific request.

3. Petitions or applications from public servants addressed to the Governor or the Secretary of State for the Colonies must be forwarded through the Head of the applicant's Department; those from ex-public servants should be transmitted through the Head of the Department in which the applicant last served.

4. All communications addressed to the Secretary of State for the Colonies must be forwarded to the Governor *in triplicate*.

5. The Governor will not entertain a petition on any matter unless it shall appear that the petitioner has first applied to the Head of Department immediately concerned. The answer or orders of such Head of Department, if any shall have been given, must be attached to the petition.

6. Petitions or applications from persons who are, or were, in the service of the Crown in respect of any matter relating to appointments, promotions, transfers, dismissals or disciplinary action affecting them must be addressed to the Head of the Department, the Governor or the Secretary of State as the circumstances may demand. (In this connection attention is invited to Rules 7 and 8 below).

7. An appeal to the Governor by any public servant or ex-public servant against the order of a Head of a Department or any authority subordinate thereto in respect of any disciplinary action shall be taken within six months of such order, unless a reasonable cause is shown for the delay: provided that no more than one appeal shall be permitted except in cases where new facts or circumstances are adduced which afford grounds for a re-consideration of the case.

8. An appeal to the Secretary of State by any public servant or ex-public servant against the order of the Governor in respect of any disciplinary action shall be taken within six months of such order unless reasonable cause is shown for the delay: provided that no more than one appeal shall be permitted except in cases where new facts or circumstances are adduced which afford grounds for a re-consideration of the case.

9. Petitions or telegrams which merely invite attention to previous petitions presented within the preceding month will not be answered.

10. Petitions will not be entertained in the following cases:—

- (a) when the petitioner has not complied in full with the above instructions;
- (b) when the petition is illegible or unintelligible or contains language which in the opinion of the recipient is disloyal, disrespectful or improper;

- (c) when a previous petition on the same subject to the same or higher authority has been disposed of and the petition discloses no new facts or circumstances which afford grounds for a re-consideration of the case;
- (d) when the petition is a representation against the orders of a Head of Department or of the Governor communicated to the petitioner more than six months before the submission of the petition and no satisfactory explanation for the delay in forwarding the petition is given.

Note.—The above rules do not apply to the submission by public servants of petitions containing representations on any matters other than those affecting them as servants of the Crown. Such petitions will be governed by the rules regarding petitions by "private persons or public bodies or public servants in their private capacity".

CHAPTER XIX.

TOTAL SAYINGS.

1453. The following is a summary of savings recommended in this Report:—

Head					Rs.
1.	His Excellency the Governor	...	...	...	10,870
2.	Supreme Court	...	...	...	45,450
3.	State Council	...	...	...	—
4.	Audit Office	...	...	...	61,015

Chief Secretary.

					Rs.
5.	Chief Secretary	...	...	...	13,480
6.	Civil Service	...	...	...	1,000
7.	Clerical Service	...	...	...	—
8.	Defence	...	...	...	108,048
9.	Ceylon Naval Volunteer Force	...	...	...	—
10.	Coast Lights	...	...	...	—
					<hr/>
					122,528

Legal Secretary.

11.	Legal Secretary	...	...	...	11,270
12.	Attorney-General	...	...	...	2,423
13.	Legal Draftsman	...	...	...	43,750
14.	Public Trustee	...	...	...	10,030
15.	District Courts	...	...	...	34,398
16.	Courts of Requests and Magistrates' Courts	...	...	...	25,070
17.	Village Tribunals	...	...	...	9,840
18.	Fiscals	...	...	...	58,637
					<hr/>
					195,416

Financial Secretary.

19.	Financial Secretary	...	...	...	—
20.	Treasury	...	...	...	3,912
21.	Public Debt	...	...	...	—
22.	Pensions	...	...	...	—
23.	Widows' and Orphans' Pension Office	...	...	...	1,500
24.	Exchange	...	...	...	—
25.	Currency	...	...	...	—
26.	Loan Board	...	...	...	420
27.	Government Stores	...	...	...	1,140
28.	Government Press	...	...	...	42,360
29.	Department of Income Tax, Estate Duty and Stamps	...	...	...	35,813
30.	Customs	...	...	...	37,875
31.	Miscellaneous Services	...	...	...	2,500
					<hr/>
					125,520

Committee for Home Affairs.

32.	Minister for Home Affairs	...	...	...	—
33.	Provincial Administration	...	...	...	167,212
34.	Excise Department	...	...	...	162,835
35.	Police	...	...	...	80,286
36.	Prisons	...	...	...	9,961
37.	Government Analyst	...	...	...	8,341
38.	Zoological Gardens	...	...	...	4,350
					<hr/>
					432,985

REPORT OF THE RETRENCHMENT COMMISSION.

417

		Rs.	Rs.
<i>Committee for Agriculture and Lands.</i>			
Head 39.	Minister for Agriculture and Lands ...	6,200	
„ 40.	Commissioner for Development of Agricultural Marketing ...	14,521	
„ 41.	Appeal Board (Land Settlement Ordinance) ...	—	
„ 42.	Land Commissioner ...	2,040	
„ 43.	Land Settlement Department ...	37,982	
„ 44.	Survey Department ...	546,080	
„ 45.	Department of Agriculture ...	161,160	
„ 46.	Forest Department ...	132,567	
„ 47.	Registrar of Co-operative Societies ...	10,129	
„ 48.	Irrigation Department ...	116,957	
„ 49.	Irrigation Annually Recurrent ...	—	
„ 50.	Irrigation Extraordinary ...	—	
		<hr/>	1,027,636
<i>Committee for Local Administration.</i>			
„ 51.	Minister for Local Administration... ..	—	
„ 52.	Commissioner of Local Government ...	—	
„ 53.	Registrar of Motor Cars ...	420	
„ 54.	Salt and Mineralogy ...	38,740	
„ 55.	Department of Fisheries ...	—	
„ 56.	Schemes assisted by the Colonial Development Fund ...	—	
		<hr/>	39,160
<i>Committee for Health.</i>			
„ 57.	Minister for Health ...	—	
„ 58.	Quarantine ...	8,514	
„ 59.	Medical and Sanitary Services ...	406,685	
„ 60.	Medical College ...	39,406	
„ 61.	Ayurvedic Medicine ...	—	
		<hr/>	454,605
<i>Committee for Labour, Industry and Commerce.</i>			
„ 62.	Minister for Labour, Industry and Commerce ...	—	
„ 63.	Registrar-General ...	88,512	
„ 64.	Director, Tourist Bureau ...	21,060	
„ 65.	Director of Commerce and Industries ...	63,160	
„ 66.	Controller of Labour ...	48,766	
		<hr/>	221,498
<i>Committee for Education.</i>			
„ 67.	Minister for Education ...	—	
„ 68.	Education ...	130,237	
„ 69.	University College ...	25,980	
„ 70.	Archæological Department ...	49,097	
„ 71.	Colombo Museum ...	16,586	
		<hr/>	221,900
<i>Committee for Communications and Works.</i>			
„ 72.	Minister for Communications and Works ...	—	
„ 73.	Colombo Port Commission ...	22,618	
„ 74.	Ports other than Colombo ...	—	
„ 75.	Post Office and Telegraphs ...	681,744	
„ 76.	Public Works Department ...	401,382	
„ 77.	Public Works Annually Recurrent ...	200,000	
„ 78.	Public Works Extraordinary ...	—	
„ 79.	Civil Aviation ...	300	
„ 80.	Railway Department ...	—	
„ 81.	Electrical Installations in Government Departments ...	—	
		<hr/>	1,306,044
	Ceylon Government Railway ...	...	1,313,322
	Department of Government Electrical Undertakings ...	...	19,374
	Travelling ...	...	500,000
	Printed Forms, Stationery, &c. ...	...	100,000
		<hr/>	6,197,323

1454. We attended five meetings of the Board of Ministers during its consideration of the Budget for 1939-40. After the Estimates submitted by Executive Committees had been pruned by the Board to the extent of nearly 10 million rupees, the proof of the Second Print of the Estimates was referred to us for scrutiny. Further cuts and adjustments suggested by us, amounting to nearly 4 million rupees, were accepted by the Board.

1455. We shall submit very shortly our Report on the Salaries, Allowances, and other privileges of Public Servants.

O. E. GOONETILLEKE (*Chairman*),

C. E. JONES,

Commissioners.

K. VAITHIANATHAN,

Secretary.

July 24, 1939.

CEYLON.



SESSIONAL PAPER XVIII.—1939.

Report of the Retrenchment Commission

Part II.

Salaries, Allowances and other privileges of
Public Servants

SEPTEMBER, 1939.

Ordered by His Excellency the Governor to be printed.

PRINTED AT THE CEYLON GOVERNMENT PRESS, COLOMBO.

To be purchased at the GOVERNMENT RECORD OFFICE, COLOMBO; price Rs. 4.55

1939.

" Copy " received : September 20-23, 1939.

Proof sent : September 21-25, 1939.

Proof returned : September 24-25, 1939.

Published : September 26, 1939.

CEYLON.



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COMMISSION.

By His Excellency Sir ANDREW CALDECOTT, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Commander of the Most Excellent Order of the British Empire, Governor and Commander-in-Chief in and over the Island of Ceylon with the Territories and Dependencies thereof.



A. CALDECOTT.

To OLIVER ERNEST GOONETILLEKE, Esquire, and
CHARLES ERNEST JONES, Esquire.

GREETING.

WHEREAS by a Commission issued under the Public Seal of the Island dated the first day of August, 1938, and published in *Government Gazette* No. 8,385 of August 5, 1938, I did appoint you OLIVER ERNEST GOONETILLEKE (Chairman), and CHARLES ERNEST JONES, to be my Commissioners for the purpose of inquiring into the matters set out in the said Commission :

AND WHEREAS I did further require you to transmit to me before the Thirty-first day of July, 1939, your report upon the matters referred to you under the said Commission.

AND WHEREAS on the Twenty-fourth day of July, 1939, you did furnish to me a report on some of the matters referred to in the said Commission :

AND WHEREAS the Thirty-first day of August, 1939, was later substituted for the Thirty-first day of July, 1939, as the date before which you were required to transmit to me your report on all the matters referred to in the said Commission and the said substitution of the said Thirty-first day of August, 1939, was published in *Government Gazette* No. 8,470 of August 4, 1939 :

AND WHEREAS it is expedient that the Thirtieth day of September, 1939, should be substituted for the Thirty-first day of August, 1939, as the date before which you are required to transmit to me your report upon all the matters referred to in the said Commission :

Now, therefore, I do hereby authorise and empower you to make such further inquiries as may be necessary in the said matter and to transmit to me your further report before the Thirtieth day of September, 1939.

And I do hereby request and require all public officers and other persons to whom you may apply for such information as may properly be given to assist you in your further inquiries.

Given at Kandy, under the seal of this Island, this First day of September, 1939.

By His Excellency's command,
E. R. SUDBURY,
Secretary to the Governor.

REPORT OF THE RETRENCHMENT COMMISSION.

YOUR EXCELLENCY,

WE submitted Part I. of our Report on the Organization and Cadre of Public Departments, including operative methods and staffing, on July 24, 1939, and we now have the honour to submit Part II. of our Report dealing with the Salaries, Allowances, and other privileges of public servants besides allied subjects coming within our terms of reference.

Since our appointment in August, 1938, Your Excellency has approved the appointment of a departmental committee with one of us, Mr. C. E. Jones, C.C.S., as chairman, "to examine the position as regards existing standards of wages and conditions of service of labour grades in Government Departments and to report whether any revision of the present rates of wages and service conditions is necessary." Owing, however, to concentration on the work of the Commission which has had to be attended to at high pressure throughout, Mr. Jones has been unable to give his full attention to the work of this Committee, which has consequently not yet issued its Report. We have, therefore, excluded from our Report any discussion of the standards of wages and conditions of service of labour grades in Government Departments.

CHAPTER I.

INTRODUCTORY.

1. It is unnecessary to repeat here any of the general observations contained in the introductory chapters of our previous Report. We have consulted the Board of Ministers in regard to the basic principles of our proposals all of which have been generally examined by the Financial Secretary and the Treasury.

2. To the question of salary standards, however, we have given our unremitting care and attention. We have studied the previous reports of Commissions and Committees on the salaries and allowances of public servants; we have obtained from several other Governments and from commercial houses and banks in Ceylon information in regard to the remuneration of their employees; we have received memoranda from a number of individuals and associations, and interviewed some of them; we have obtained the views of a number of high Government officials and members of the public. The information thus obtained has been of the greatest assistance to us in formulating our recommendations and we wish to place on record our appreciation of the ready co-operation and help we have received.

3. There is another point which we wish to state by way of introduction. The formulation of a general scheme of salaries is an unenviable task. It would be too optimistic to expect that everybody will be pleased with our proposals. It is only natural that criticism must follow the publication of any scheme of salaries. There are many who think that the establishment costs of Government cast such an undue burden on the country that nothing short of a very drastic reduction in salary standards will be satisfactory. On the other hand, public servants and their supporters will have cause for complaint at the upsetting of salary scales at frequent intervals and the progressive reduction in their prospects. We shall comment on these aspects of the question later on, but we would stress here that a salaries scheme is a mass of closely inter-related detail which must be accepted or rejected as a whole. Obvious errors must, of course, be corrected and minor adjustments may become necessary, but we would strongly deprecate the deletion or wholesale recasting of the scales proposed for one section of public servants leaving the others intact.

HISTORICAL.

4. Salary scales, like all institutions, have a history which must be unravelled and understood before they can be revised. A brief survey of the recent history of the salaries of public servants of the Island will, we trust, help to explain the complexities of the problems we were faced with and be a guide to an appreciation in the proper perspective of the recommendations we make.

5. In 1912 there was a general revision of salaries on the basis of the recommendations made by Messrs. A. R. Slater and M. Stevenson and contained in Sessional Papers XXXV. and XXXVI. of 1912. General conditions in the Island during the war (1914-18) so materially increased the cost of living that Government found it necessary, pending a further general revision of salaries, to adopt several measures such as, temporary increases to salaries and subsistence allowances, grant of passages, &c., for the improvement of the remuneration and conditions of service of public servants.

6. The further general revision referred to above took place in 1922. Sessional Papers XIX. of 1921, XIII. of 1922, and II. of 1923 contain the details of the scheme which is generally referred to as the Wood-Renton-Fernando Scheme. This scheme has been the object of bitter criticism, both at the time of its introduction and since, particularly on the ground that "the treatment of higher officers under the scheme is unnecessarily generous, while inadequate relief was granted to other grades."

7. As the result of an undertaking given by Sir William Manning during the third reading of the Supply Bill, 1922-23, that the salaries scheme would be reviewed at the end of 5 years, a Select Committee of the Legislative Council was appointed in 1926 to examine the salaries and allowances of public officers and to submit recommendations for such revision as might be required. The recommendations of this Committee in regard to the salaries and allowances of public officers are contained in Sessional Papers XLVIII. of 1928 (relating to public servants not graded in the Civil List) and I. of 1930 (relating to public servants graded in the Civil List). The special feature of this Committee's attitude embodied in their proposals is stated by them in the following terms:—

"What we desire to emphasise is that in the absence of any definite mandate to refrain from adding to the cost of personal emoluments, we have conducted our inquiry with an open mind and we have tried to prepare a just and reasonable settlement which, without adding unduly to the drain on the public purse, will materially improve the position and prospects of the great majority of public servants dealt with in this report."

They estimated the average additional cost of their proposals in respect of Civil List officers at nearly one million rupees, and of the other grades at a considerably greater sum. The Legislative Council accepted the recommendations of this Select Committee but subsequently decided, in view of the unsatisfactory revenue position of the Island, to defer implementing them. Thereafter, further deterioration took place in the financial position, and in consequence, it became impracticable to adopt the improvements in salaries proposed by that Committee.

8. The chief feature of the 1922 scheme was the general substitution of a system of "promotion by time scale" for the previous system of "promotion by vacancy". Under this new system the cost of establishment rose so appreciably as to form the subject of considerable adverse comment both in and outside the Council. The main theme of the criticism was that the salaries fixed in 1922 for officers of Civil List status were based on standards necessary only for overseas officers, and consequently in excess of what is actually necessary for Ceylonese officers living in Ceylon.

9. In 1931 the Board of Ministers found considerable difficulty in producing a balanced Budget and various measures, such as the reduction of staff, the suppression of posts which fell vacant, the reduction of salary in the case of new appointments, and a temporary levy on the salaries of public servants* were resorted to.

10. The demand for a reduction in the cost of establishments grew insistent in 1932 and in response to a request by the Board of Ministers, Sir Graeme Thomson

* The temporary levy lasted from February 1, 1932, to September 30, 1934, and the rates of recovery were 10 per cent. on salaries of Rs. 4,800 and over, 7½ per cent. on salaries between Rs. 4,800 and Rs. 900, 5 per cent. on salaries between Rs. 900 and Rs. 450, and 2½ per cent. on salaries below Rs. 450.

appointed on March 30, 1932, a Commission consisting of Mr. R. L. Pereira, K.C. (Chairman), Mr. E. R. Tambimuttu and Lt.-Colonel T. G. W. Jayawardena " to investigate and make recommendations forthwith in regard to—

- (a) the salaries; allowances and general conditions of service of,—
 - (i.) existing members of the public service, and
 - (ii.) future entrants;
- (b) the cadre of Departments

with a view to reduction of expenditure of the Island and with a view to the fixing of salaries on a rupee basis and in accordance with a Ceylon standard."

This Commission issued two reports—the first dealing with the salaries of Ceylonese new entrants to the Public Service and alterations in the conditions of service of existing officers (Sessional Paper XII. of 1932), and the second (Sessional Paper XVI. of 1932) dealing mainly with cadres of Departments.

11. The recommendations contained in these reports formed the subject of correspondence between the Governor and the Secretary of State, and the Governor and the Board of Ministers; this correspondence has been reproduced in Sessional Paper XXIII. of 1933. Finally the Board of Ministers put forward the following resolutions which the State Council adopted on March 1, 1933. These resolutions are generally referred to as the " March Resolutions " and appear as items 3 and 4 in the minutes of the meeting of the Council held on that day.—

" Item 3.—

- (1) That no new appointment (either a fresh appointment or a transfer from His Majesty's Service abroad) of non-Ceylonese other than the appointment of the Governor or of Judges of the Supreme Court or of Officers of State shall be made to the Public Services hereafter except on terms and conditions to be determined in each case by resolution of this Council on the report of the Board of Ministers after consideration of the recommendations of the Executive Committee or the Officer of State in whose charge the Department in which the appointment is made functions.
- (2) That in the case of promotion of an existing officer of the Public Service to a higher post other than normal promotion including promotion from class to class, the salary payable to such officer on promotion should be as fixed by the Board of Ministers on the recommendation of the Executive Committee or of the Officer of State concerned.
- (3) That future entrants to the Public Services shall not be entitled to commute any part of their pension, and that the maximum pension which any such officer can draw shall be Rs. 16,000* per annum.
- (4) That leave regulations applicable to future entrants to the Public Service be amended in accordance with the recommendation of the Salaries and Cadres Commission—paragraphs 19 and 20 of Sessional Paper XVI. of 1932.
- (5) That the concession of free holiday warrants for travel by Railway within Ceylon be restricted in the case of future Ceylonese entrants to the Public Services to one double or two single journeys in accordance with the recommendations of the Salaries and Cadres Commission—paragraph 19 of Sessional Paper XII. of 1932."

" Item 4.—

- (1) That a Select Committee of this Council be appointed to consider and report on the recommendations of the Salaries and Cadres Commission (Sessional Papers XII. and XVI. of 1932) with special reference to the salaries and allowances of future Ceylonese entrants to the Public Services; and

* Not adopted—vide Secretary of State's despatch No. 415 of August 24, 1933, reproduced on page 19 of Sessional Paper XXIII. of 1933.

- (2) That, until a decision is reached on the report of the Select Committee, new appointments of Ceylonese to the Public Services should be made upon the salaries recommended by the Salaries and Cadres Commission, but with the allowances and conditions of service at present attached to the appointments, except as previously modified by resolution of this Council."

General effect was given to these resolutions from April 24, 1933, pending the receipt of the recommendations of the Select Committee appointed under Resolution (1) in *Item 4* quoted above.

12. The Select Committee appointed under Resolution (1) under *Item 4* above issued three reports.—

- (i.) Sessional Paper XV. of 1933 dealing with the salaries of certain grades of teachers;
- (ii.) Sessional Paper VIII. of 1934 dealing with the salaries and conditions of service of Ceylonese new entrants to the Public Service;
- (iii.) Sessional Paper XXVIII. of 1935 dealing with the cadres of departments.

The recommendations contained in Sessional Paper XV. of 1933 were adopted by the State Council on July 18, 1933, (see item 13 of the minutes of the meeting of the Council held on that day); those recommendations have however since been superseded by those contained in Sessional Paper VIII. of 1934.

The recommendations contained in Sessional Paper VIII. of 1934 were accepted by the State Council on May 25, 1934, with one amendment, viz., that the salary of a Police Probationer in training should be Rs. 3,000 per annum with free uniform or an appropriate allowance in lieu thereof instead of Rs. 4,000 per annum. With this amendment the recommendations were approved by the Governor on May 30, 1934, and put into effect from June 1, 1934. Ceylonese appointed after this date receive no rent allowance and if in occupation of Government quarters have to pay an economic rent.

13. This history of the salaries of public servants would be incomplete without reference to the principles adopted by the Board of Ministers on October 30, 1934, for its guidance in tendering advice to the Governor on the question of the salary to be assigned to a non-new-entrant officer when he receives non-normal promotion to a higher post. Even before the adoption of Resolution 3 (2) of the March Resolutions, a number of reductions in salaries on non-normal promotion had taken place, but thereafter every case of non-normal promotion of officers receiving appointments requiring the approval of the Governor and the Secretary of State as defined in Public Service Regulations 4 and 24 has been referred by the Financial Secretary to the Board of Ministers for advice in regard to the salary payable to the officer receiving such promotion. In order to secure uniformity of practice the Board after a time laid down certain broad principles to guide itself in dealing with cases submitted to it. Stated very briefly they are as follows.—

- (1) That in the case of all officers of the Railway Department and of non-Ceylonese officers in other departments, each case should come up before the Board for its decision on individual merits.
- (2) That in the case of a Ceylonese staff officer receiving non-normal promotion to a post in the higher ranges, the non-new-entrant salary of such higher post should be subject to a reduction of 5 per cent., provided that the reduced salary is at least a 10 per cent. increase on the maximum of the scale of the lower post.
- (3) That in the case of promotion of a non-new entrant officer from a subordinate or minor grade post to a staff post, the appropriate salary scale should be as nearly as possible midway between the old and the new scales.

14. The various resolutions and decisions referred to above have created the following position in regard to salaries and conditions of service of public servants.—

- (1) Officers in service from a date prior to April 24, 1933, are regarded as "non-new-entrants" to the Public Service and those appointed on and after that date as "new-entrants". The scales introduced in October, 1922, or their sanctioned variations are termed non-new-entrant scales: the scales contained in Sessional Paper VIII. of 1934 or their sanctioned variations or new scales adopted after the publication of Sessional Paper VIII. of 1934 are termed new-entrant scales.
- (2) Non-new-entrants remaining in the classes and grades in which they were on April 24, 1933, or receiving normal promotion including promotion from class to class thereafter retain non-new-entrant salaries and conditions of service. Where a new-entrant scale is higher than the corresponding non-new-entrant scale, the non-new-entrant is assigned the higher new-entrant scale.
- (3) Ceylonese new-entrants to the Public Service are in all normal circumstances appointed on new-entrant salary scales and conditions of service.
- (4) Salaries payable to non-Ceylonese new-entrants to the Public Service are fixed by special resolution of the Council in all cases except where recruitment of non-Ceylonese is in accordance with sanctioned schemes. (These resolutions as a rule provide for non-new-entrant conditions of service and non-new-entrant salaries in the case of non-Asiatics and new-entrant salaries and non-new-entrant conditions of service in the case of Asiatics).
- (5) On normal as well as non-normal promotion Ceylonese new-entrants are offered new-entrant scales and conditions of service. Salaries of Ceylonese non-new-entrants and non-Ceylonese on receiving non-normal promotion are generally regulated by the principles referred to in paragraph 13.

CHAPTER II.

SOME GENERAL OBSERVATIONS.

(a) Salary Standards of Public Servants.

15. The Slater-Stevenson (1912) Committee, and Wood-Renton-Fernando (1921) Commission and even the Select Committee of the Legislative Council (1926-28) undertook revisions of salary scales, necessitated by a rise in the cost, coupled with an improvement in the standard of living of their respective times. The Pereira Commission (1932), which was in reality a Retrenchment Commission, was specially directed, on the other hand, "to fix salaries on a rupee basis and in accordance with a Ceylon standard". This was due not merely to the financial necessity of the depression period which followed post-war prosperity but to a realisation, as in India and elsewhere in the Asiatic section of the Empire, that the salaries paid to public servants, particularly in the higher ranks of the service, were above the general level of income of the community at large and had the effect of elevating the public servants into a privileged class to the detriment of the balance of the social structure of the country they served. Many of the Pereira scales of salaries were, however, considered insufficient and were therefore realigned by the Select Committee of the State Council (Sessional Paper VIII. of 1934) resulting in a general, though slight, increase. The Select Committee explained its attitude in the following passage.—

"At an early stage of our inquiry we arrived at the conclusion (which others have reached before us) that there is no exact method of assessing the relative value to the State of various groups of officers, and no precise or scientific means of deciding what salary scale is appropriate to a particular

post or grade. We have therefore endeavoured in arriving at the conclusions contained in this report to observe two main principles: firstly that a salary of a particular grade or post should be sufficient to attract men of the type required for that grade or post; and secondly, that that salary should be sufficient to enable the recipients to maintain a standard of life appropriate to their station. It will be observed that the Salaries and Cadres Commissioners themselves state in paragraph 11 of Sessional Paper XII. of 1932 that they have been guided by similar principles. We are unable to adduce any formal logical proof that those of the Commissioners' salary scales which we have considered insufficient are in fact insufficient; such a demonstration is, in the nature of things, impossible. We can only say that our own conclusions have been reached after the most careful and critical comparison and analysis of the views expressed by the various Heads of Departments and after full consideration of all the factors, historical, economic and social which appear to us to be relevant to the subject. We admit that the second principle enunciated above leaves considerable room for difference of opinion; views may, and certainly do, differ as to what is the proper standard of life for particular classes of Government officers, and as to what salary is necessary to maintain that standard. Our recommendations may not meet with the approval of those who would prescribe for all classes of public servants extremely frugal and inexpensive standards. We have felt obliged to recognize that during the last century the social habits of almost all classes of the people of Ceylon, like the social habits of the corresponding classes of the population of most countries, have been permanently modified as a result of the inventions and the increased interchangeability of ideas which are characteristic of modern times, and we do not think it is practicable to fix salaries without regard to this fact. We have, however, in framing our recommendations given effect to the generally accepted view that the lowering of the standards of life which present economic necessity as imposed on the country generally must be reflected in the salaries paid to public servants in future. We naturally do not consider that our recommendations are excessively liberal. We wish to make it plain that we have assumed that no profound change in the economic conditions of the Island will occur in the near future; we were bound to make this assumption since we have no means of foreseeing whether any such change will occur, and if it does whether it will be for the better or the worse."

16. We are informed by the Statistics Branch of the Department of Commerce and Industries that there has been no appreciable change in the cost of living since either the Pereira Commission or the Select Committee issued their reports. The reference to us of the subject suggesting a further reduction in salary standards must, therefore, connote the possibility of further adjustment of salary scales on what is termed a "Ceylon standard". Our task is, therefore, to try and discover and redefine the "Ceylon standard" and examine the scope for further approximation of the scales to that standard without injury to the Service itself and consistent with the major economic factors prevailing in the Island. In the machine age we live in, when space and time factors are daily shrinking, when luxuries of yesterday tend to turn overnight into mere necessities of existence and when progressive countries set out to fix a standard of living, which may be termed a "world standard", undue emphasis on a "Ceylon standard" may sound extremely insular and retrograde to many. But the case for realigning salaries to a "Ceylon standard" has arisen from the back ground of the previous history of our salary scales which were at one time closely related, in the upper grades, to the needs of European members of the Service. In the circumstances, the only rational view of a "Ceylon standard" of salary, apart from the general consideration that a country must be content with the administrative machinery which it can afford, is a pay adequate for a Ceylonese independent of any consideration of the needs of an overseas officer.

17. It may be taken for granted that general considerations governing the determination of the conditions of service of public servants must be very nearly

the same for all countries having any pretensions to good government. The Royal Commission on the Civil Service in Great Britain (1929-31), known as the Tomlin Commission, quote the Macdonnell Commission of 1912-15, a previous Royal Commission on the Civil Service, as having stated in the section of their report dealing with "a comparison of Civil Service procedure with business methods" that it is an accepted principle with all parties that "Government should be a 'model employer', but the forces which are brought to bear on Government in relation to its servants are stronger than those which are brought to bear on employers. One result is to force up working expenses beyond a 'business level'."

They also refer to the statement made by the Committee on the Pay, &c., of State Servants (The Anderson Committee of 1923).—

"In our view there is only one principle in which all factors of responsibility, cost of living, marriage, children, social position, &c., are included—the employer should pay what is necessary to recruit and retain an efficient staff."

18. The considerations which have influenced the recommendations we make in this Report may be summarised as follows.—

- (1) The history of the existing salary standards and the major economic factors prevailing in the country: both constitute the back-ground of our work.
- (2) Recognition of the fact that the Government must be the 'model employer' and that it is in the nature of things, common to nearly all Governments, that its working expenses are bound to be above a 'business level'.
- (3) That the rates of remuneration and other conditions of employment in the Public Service must compare favourably with the rates of remuneration and conditions of service *normally* available outside the Public Service and, in the case of the higher services, with the earnings of persons in the professions.
- (4) That the pay should be adequate to recruit and retain an efficient staff.
- (5) That the Public Service should be not merely competent but healthy.

19. The Pereira Commission which set out to reduce "the swollen salary bill" stated that they had the Anderson Committee's dictum—item (4) in the foregoing paragraph—as their guiding principle, but qualified it by saying "the salaries we recommend are by no means the minima for which vacancies in the service can be filled from the open market". It is significant to note that the Secretary of State of that time thought that the Commissioners had suggested "certain drastic reductions in the salaries of future entrants" and expressed the view that he was "not satisfied that the scales proposed by the Commission were adequate to maintain the supply of fully qualified candidates." (Sessional Paper XXIII. of 1933). The slight improvement in the salary scales introduced by the Select Committee might have served to maintain the attraction of the Government Service, but it cannot be altogether due to this factor that the standard of recruits obtained during the last few years has shown no signs of deterioration.

20. Conditions of employment necessary to recruit and retain an efficient staff in the Government Service depend, generally speaking, on the conditions of employment normally available outside the Government Service. In studying such conditions affecting Ceylon the Service must be divided into two groups: (1) staff officers or civil list class, (2) clerks, inspectors, postmasters, &c., and peons who form the middle and minor employees classes. For the latter classes there are, no doubt, some opportunities for employment outside the Government Service, but it will be admitted by all parties that in their case the large mercantile and business houses merely follow, as far as practicable, the standard set by Government. Under existing conditions of business and industry in Ceylon for the civil list class there is little or no chance of employment (denoting salaried employment) outside Government Service.

It should also be remembered that in opening the first Government secondary school nearly a hundred years ago it was stated that the purpose of the school was to provide clerks for the Government Service. For comparison, therefore, of the emoluments of the civil list class with the 'wages' of Ceylonese outside Government Service, one has to take into consideration the earnings of persons in the legal, medical and other professions and the average income of landed proprietors, which are ever in a state of flux. Even though there has always been some feeling that the sterling salaries paid to the few Ceylonese staff officers in service were high, it is a matter for justifiable speculation whether, if the 1927 price level of Ceylon produce in the world market had been maintained and the Island continued to enjoy the same prosperity up to date, this intense focussing of attention on the revision of salaries on a "Ceylon standard" would have been displayed even under the present conditions of increased Ceylonization. While regard must, therefore, be had to the general maxim that a Government can only pay its employees in accordance with its resources and must provide an administration which the country can afford, it is wise policy to take a long view with regard to the remuneration of Government servants and not to relate it too closely to the state of the Treasury at any particular time or to changing phases of the economic conditions of the country.

We would quote in this connection excerpts from the reports of two recent Committees in England, viz.—

Anderson
Commission.

"On the one hand, the State should hold the scales even between its own servants and those through whose enterprise its servants are paid. On the other hand, employees of the Crown would have a real ground for complaint if their pay were related to wages in industry only in the time of low wages. If they do not get pay relative to the boom, they must be spared the full severity of the slump. The State as a model employer offers security, a pension, a dignified service and a moderate wage in exchange for the excitement and possibilities of private employment."

Tomlin
Commission.

"Civil Service remuneration should reflect what may be described as the long term trend, both in wage levels and in the economic condition of the country. We regard it as undesirable that the conditions of service of civil servants when under review should be related too closely to factors of a temporary or passing character."

21. A "Ceylon standard" of salary scales then on the basis, as stated by the Pereira Commission, of "the minima for which vacancies in the service can be filled from the open market" would be an impossible one. We should not be understood to hold a brief for the payment of old entrant sterling salaries to Ceylonese officers on which some of them are able to maintain an extravagant mode of living—in many cases augmented by private income—which can hardly be called a "standard" at all and which is the cause of the general impression of the high standard of living of all Government servants. We do, however, believe in a rational standard of living for Government servants as for any one else. As a matter of fact, the scales of salaries we propose for new entrants cut through nearly all the embellishments of the Select Committee scales and are, as will be seen later, in many respects even more disadvantageous to the Government servants than the Pereira scales which were characterized as featuring drastic reductions at the time. Yet it behoves us to take notice of the view held by a certain section of the public that public servants should live unnoticed outside their official circles on an extremely simple and frugal standard. To them our reply is that we appreciate the fact that our scales, particularly of the civil list class, are capable of further reduction on an absolute "Ceylon standard" of remuneration judged by the rates of remuneration and conditions of employment available outside the Government Service and that we are not unmindful of the unostentatious standard of living of the high permanent officials

of Whitehall. But the structure of society and recognized social values in London are different from those in Ceylon. However much we might wish to emulate the former, we must allow time for the growth and development of those conditions on Ceylon soil. We are dealing with an established order of things and not an entirely new set of circumstances which can be met by an ideal scheme framed in accordance with strict economic principles. It is the fact that in Ceylon a Government servant has often to keep an "official" and not a "personal" standard of living. But it must be noted that within the last few years public servants have begun to acquiesce in the popular suggestion that they should not attach undue importance to any idea of their status and adopt a less expensive standard of living. The Pereira Commission and the Select Committee of the State Council have already sown the seed of reduction in public expenditure by a lower range of salaries. Our special duty is to nurse the seedling, make it grow and see that it bears fruit.

22. The public servants as a class constitute, through no fault of their own, a major economic factor in the country. Their remuneration filters through several strata of dependants accustoming some to a similar high standard perhaps, but bringing to others the bare necessities of life. A sudden drastic lowering of the standard of public servants' salaries is, therefore, bound to affect adversely a much larger community of dependants as well as even the domestic servants and traders. This may not result in complete disturbance of the economic conditions of society but every little ripple helps to swell the crest of the wave and the aggregate effect of a drastic reduction in the salaries of Government servants might well leave serious repercussions in its train. It is not an easy matter for a whole community to alter drastically all at once the standard of comfort it is used to and it would be unwise to enforce such a measure unless some serious emergency clearly demanded sacrifice of the interests of a large section of the people.

23. Moreover, any further lowering of salary standards than we are suggesting is likely in the long run, we venture to think, to affect the social and economic conditions of the country adversely. As we stated in paragraph 24 of Part I. of our Report, a reduction in the salary standard of public servants is desirable to make the Public Service a little less attractive than it is to-day and to drive a bigger number of the youth of the country to seek careers in commerce and industry and the diversion of brains to creative independent pursuits. We have already expressed the opinion in an earlier paragraph that the rate of remuneration of the middle and subordinate classes in private employment is conditioned by the salary standards in the public service. In regard to the higher grades of the service, drive alone from the centre on the Government side will be ineffective unless a certain attractiveness is created in the periphery, viz., in the industrial, commercial, and business pursuits. One of the indirect functions of Government in Ceylon has been to set the pace for wages of the middle and subordinate grades in outside employment, which it might, perhaps, have performed in the past somewhat to the detriment of private employers by setting up a high standard. While this needs adjustment, we must not forget that the public expects, with the industrial and commercial development among the Ceylonese, greater opportunities for employment of Ceylonese in the business world in higher capacity, similar in status to Civil List officers in Government service. The attractiveness of such higher employment in private business would depend on the standard of pay offered. This is a suitable opportunity for Government to act as a "model employer", and not set too low a standard. For this reason we are of the opinion that in the present stage of development of opportunities for employment in industrial, commercial, and business pursuits, the Government should take the lead in fixing a rational salary standard rather than follow outside employers.

24. Finally, very little need be said to explain the statement that the public service should be not merely competent but healthy, which is the last of the considerations enumerated in paragraph 18 above. Notwithstanding the alarming statements made in public about corruption it will be admitted by all parties,

that, comparatively speaking, the public service in general, particularly the higher services, have a fine tradition of integrity besides competency. A few rupees more in salary cannot, no doubt, make an honest man of a rogue, but a general undue lowering of salary standards may have far-reaching results and some very undesirable ones at that. Integrity of a whole service is a precious treasure, and too much caution cannot be exercised in preserving it, provided that the cost is not excessive. Let it not be said by future statesmen that their predecessors of this year, encouraged by us, opened the door to the deterioration of the morale of the service. For this reason, too, we are averse to recommending a more drastic reduction in salary standard consonant with the rapid Ceylonization of the higher services. The cost of erring on the side of caution and of failing to make the further reduction as regards the higher services which would otherwise have been possible is, in our opinion, not excessive.

We may take this opportunity of dispelling the popular fallacy that it is the higher services, with their excessive salary standards, which consume the major portion of the vote for Personal Emoluments.

The total vote for salaries in the 1938-39 Estimates (including the Railway and Electrical Departments) is Rs. 51,243,000. This consists of provision for—

- (a) Civil List Officers—Rs. 11,602,000; 23 per cent. of the total.
- (b) Clerical and other subordinate services—Rs. 30,442,000; 59 per cent. of the total.
- (c) Minor employes—Rs. 9,199,000; 18 per cent. of the total.

With the increase in the number of new entrants under the Select Committee's and our proposals, the proportionate cost of Civil List Officers will fall still lower as the percentage reduction of salary scales is much greater in their case than in that of the lower grades. Any drastic reduction, therefore, of the salary scales of Civil List Officers is not likely to result in financial benefit commensurate with the probable injury to the efficiency and contentment of the service itself.

25. To sum up, a "Ceylon standard" of salary scales in a broad sense and by world standards is chimerical: it can only be real in a narrow sense conditioned by the rates of remuneration and other conditions of service normally available outside the public service. Since opportunity for outside employment is hampered, cramped and very limited, a "Ceylon standard" in the narrow sense is impossible of adoption by Government. Employment by Government on the minima of scales on which suitable candidates would be willing to take up Government jobs is exploitation and unworthy of a model employer, which should be the role of any Government; such a policy might have disastrous consequences on the morale of the service. In the present stage of development of the Island, politically, socially, and economically, the framing of a new set of salary scales is a matter for common sense, guided by certain general principles, care being taken to steer clear of the rock of generosity on the one side and the rock of absolute logic on the other. Accordingly, the salary scales proposed by us—below which we feel it is impracticable to go at the present time—remove most of the Select Committee's embellishments on the Pereira Commission's scales and, in many respects, set up a standard lower even than the latter's; they have several attractive features from both the employer's and employee's points of view which are described fully in the following section.

(b) Salaries of Officers now in Service.

26. The public servants in Ceylon are on two different sets of salary scales, as explained in the historical section of Chapter I.—

- (1) The scales introduced in 1922 and their sanctioned variations, applicable to officers appointed prior to April 24, 1933, called 'Non-new-entrants' or popularly 'Old-entrants'—with Rent Allowance.

- (2) The scales contained in Sessional Paper VIII. of 1934 and their sanctioned variations applicable to officers appointed after April 23, 1933, called 'new-entrants'—without Rent Allowance, in the case of Ceylonese Officers.

27. The Personal Emoluments bill of Rs. 56,658,000 provided for in 1938-39 Estimates (including the Railway and Electrical Departments) may be classified as follows.—

		Rs.	Percentage of Total Salaries	Rs.
			Bill.	
<i>Old Entrants :</i>				
Civil List Officers	.. ..	9,492,700	18.5	
Middle Grades (Clerical and Subordinate Services)	.. ..	26,928,500	52.6	
Minor Employees	.. ..	7,834,000	15.3	44,255,200
<i>New-Entrants :</i>				
Civil List Officers	.. ..	2,109,300	4.1	
Middle Grades (Clerical and Subordinate Services)	.. ..	3,513,500	6.8	
Minor Employees	.. ..	1,365,000	2.7	6,987,800
Total Salaries Bill	.. ..		100.0	51,243,000
Rent Allowance	.. ..			2,918,000
Other Allowances	.. ..			2,497,000
Estimated Personal Emoluments Bill, 1938-39				56,658,000

Though in point of total salary new-entrants represent only 13.6 per cent., in personnel they would be about 25 per cent. Our terms of reference do not extend to the consideration of ways and means of effecting reduction in expenditure by a reduction in the salary standards of the officers, whether 'old' or 'new' entrants, already in service. We have, therefore, merely recorded the present position for general information.

(c) **Salient Features of our Salary Proposals for Future Entrants.**

28. We have given considerable thought to the incremental system of pay and the system of promotion which prevail in the Public service. The Committee on Public Accounts for the financial year 1935-36, in paragraph 18 of its Report published as Sessional Paper VIII. of 1938 drew attention in the following words to the increase in the salaries bill due to time scale promotions :—

" In spite of these increases the economies effected by the Ministries in the years 1932-38 exceed the increases by about Rs. 500,000; there is little doubt, however, that in 1938-39 the position will be reversed. The main reason for the rise of the salaries bill over the 1931 level is the inexorable accumulations due to time scales. Every year time scales take the salaries bill very nearly a million rupees, often more, above the last. In the last three years the increase due to time scales is Rs. 3,012,646. The Committee recommends that the system of time scales be reviewed "

29. Prior to 1922, promotion was by vacancy. In the 1922 revision of salaries there was substituted for this system of promotion by vacancy, a system of promotion by time scale. The reasons for the introduction of the latter system and a brief description of it are contained in the following extracts quoted from Sessional Paper XIX. of 1921 :—

" 39. *Present stagnation.*—From the mass of evidence, both documentary and oral, which has come before us, it is abundantly plain that, in certain of the largest and most important branches of the Government Service, the prevailing dissatisfaction is to be ascribed, not only in the existing scales of salary, as such, but in an almost equal degree to the absence of sufficient

opportunities for promotion, and the consequent stagnation of officers for long periods at the top of their respective grades. The system whereby the promotion of an officer, however deserving and efficient, can only take effect upon the death, retirement, or removal of his senior, however conducive to public economy, is undoubtedly a source in many cases of great and undeserved hardship; it must result in great inequalities of promotion and in long periods of stagnation, alternating occasionally with periods of excessive rapidity of promotion."

" 40. *Time scales.*—We have, therefore, no hesitation in recommending that the Government of Ceylon should follow the example of the Governments of India and of all the larger and more important Colonies, and substitute for the present system of 'promotion by vacancy' one of 'promotion by time scale' subject to the necessary safeguards described in the paragraphs below. We have endeavoured to introduce the long time scale into as many departments and grades of the service as possible, with the object of ensuring for the majority of Government servants that their attainment, towards the close of their career, of a salary which will afford them a reasonable pension on retirement, will depend solely upon their reaching the requisite standards of efficiency, and not, as hitherto, upon the chance occurrence of a sufficient number of vacancies among their seniors in the service."

The safeguards referred to in the previous quotation are the Efficiency Bars mentioned in paragraphs 41 and 42 of the same Sessional Paper.

30. The 1926 Salaries Committee found that there was a widespread misunderstanding of the principles of time scale promotion as enunciated in the extract from Sessional Paper XIX. of 1921 quoted above, and observed.—

" Many officers have mistakenly built on these remarks a theory of the continuous time scale embracing within its scope the entire official career open to an officer entering a particular service. Such a theory is in our opinion neither consistent with reason nor with the remarks of the Salaries Commissioners if these are read in the light of their actual proposals. We agree strongly with the Salaries Commissioners that there should be a long time scale applied to every service, where this is practicable, in order to ensure that every reasonably efficient officer may attain a substantial salary in keeping with his work and position in life, but to establish a time scale running from the bottom to the very top of a service would be to ignore an even more important consideration, viz., that a man should not be paid more than his work deserves. The primary object of a salaries scheme is to give a salary commensurate with the duties and responsibilities of a post. In most cases the qualification which may be possessed by the holder of a post is not a relevant consideration, and in no case is it more than a relatively secondary consideration. If, however, this principle were carried to its logical conclusion it would be necessary to assess the precise value to the Colony of each of the innumerable posts in the public services and to assign to each a special salary in accordance with that assessment. In order to avoid the complexity and rigidity which would result from such a method, general services comprising officers qualified to fill appointments of a general cognate character such as the various clerical services have been created on standardized scales of salary. Under this system it may happen that a post may be held at one time by a man on a salary different from that which is drawn by the holder of the post at another time, though the difference should not, if matters are properly adjusted, be so great as to create any flagrant anomaly. This grouping of appointments cannot, however, be carried too far; it would for example, be fantastic to say that all the posts held by clerks in the General Clerical Service are so generally similar that they can all be placed on the same general scale. The solution which has been adopted, and which

we continue, is to divide services of this kind into classes, in the higher of which are placed those appointments which demand something more from their holders than ordinary efficiency and devotion to duty. The number of appointments in the higher class or classes cannot obviously be allowed to depend on the fortuities of time scale promotion. The reasonable claims of an officer to progressive promotion are met by the adoption of a long time scale applicable to the earlier half of his service. When he reaches the top of that scale, he must wait until one of the more important posts above the main time scale becomes vacant. Matters should not, of course, be so arranged that a thoroughly deserving man has to wait for an unconscionable time for promotion, but we cannot admit that a thoroughly deserving man should advance to the top of his service irrespective of the nature of the duties he has to perform. Such is the theory which we regard as underlying time scale promotion. Its practical application must depend on a variety of circumstances and we have recommended a relaxation of the theory in certain cases where owing to the limited personnel of a particular service its rigid application might work undeserved hardship. We leave the working of the time scale system, which is relatively in its infancy, to the watchful care of Government, trusting that Government will balance the interests of individual public servants with the requirements of principle that a man should not be paid a salary out of keeping with the value of his work to the Colony ''.

31. The Select Committee on Salaries and Cadres appointed in 1933 does not appear to have made a special investigation into the effect on the salaries bill of the system of promotion by time scale introduced in 1922. The salaries scheme for Ceylonese new entrants to the Public Service recommended by that Committee and contained in Sessional Paper VIII. of 1934 substantially preserves the time scale system introduced in 1922.

32. Government Servants have become so accustomed to receiving automatic increments on a time scale within a class or grade, that when it came to the question of promotion from class to class or grade to grade, the authorities responsible for such promotion have not been able to resist the claims of mere seniority tempered by absence of demerit regardless of positive merit and suitability for higher appointments. Furthermore, we have reason to think that the administration does not generally attach sufficient importance even to efficiency bars. The existing system has thus been reduced, in practice, to a continuous time scale promotion throughout an officer's entire career for fear of holding him back at any particular point, except where specific disqualification can be proved against him. In other words, seniority could be made to hold sway by an officer managing to do the minimum possible to keep out of trouble. To remedy this, and to effect economy, it was suggested to us by many responsible persons that the existing time scale should be replaced by a graded service of posts on non-incremental salaries with promotion by vacancy on merit and suitability. In such a system it might be necessary to assign to some of the posts now on the minima of time scale, salaries considerably in excess of such minima and this would not in all cases be less expensive on the whole than the time scale system nor lead to greater contentment in the service. This would definitely mean the re-introduction of the defects to prevent which the 1922 Committee recommended the time scale system. But there is nothing intrinsically wrong or expensive about the time scale system; the important requisite is that it should not be continuous. It is an advantage that, in the early stages of a junior officer's career when personal responsibilities are gradually increasing, a time scale system should exist to impart to the officer a greater sense of security and to enable him to calculate his probable income within a measurable distance of time. It would at the same time be an encouragement to the more energetic and competent young officers to know that, while average efficiency can only bring slow and steady rise, a display of aptitude for the discharge of higher duties together with merit, diligence and good conduct could lead to quicker rise to greater heights. Efficiency and economy can both be achieved in a service by a system of time scale with

as many divisions into grades as practicable. The objection to such a system would be that under it the fear of stagnation of the average efficient officer would be greater in the mind of the administration and the tendency would be to measure out promotions by the convenient yard stick of seniority with greater facility than even under the existing long time scale system. To obviate this difficulty we propose that each grade should carry an incremental time scale extending to many more years than would ordinarily be required by a meritorious officer to pass to the next grade. This would enable the selected junior officer to be promoted to the next higher grade, while the average efficient senior officer continues ascending steadily in the lower grade and receiving increments. In such a situation a senior officer of average efficiency should have no grievance if, while he receives a living wage appropriate to the standard of living of persons doing the class of work he is performing, opportunities to secure higher remuneration are afforded to those who, by reason of their ability, are entitled to them. This scheme will be fully illustrated later by an example, but it is necessary to mention at this stage that the essential condition of the successful working of the scheme is the formulation of a definite and rigid policy of promotion.

33. The relative values of "seniority" and "merit" in awarding promotions have been debated so very keenly in many parts of the world, that it is unnecessary for us to enter afresh into the full controversy. The latest literature on the subject which has come to our notice is the Report of the Commission of Enquiry into Promotions in the Civil Service in Southern Rhodesia (1939). The following are among the authorities they quote.—

"The problem is thus described by Mr. A. J. Waldegrave, Honorary Secretary of the Institute of Public Administration, in 'The British Civil Servant,' published in 1937.—

'The problem of promotion, as it concerns the staff in the large departments of the state, is indeed a difficult one. It can at once be said that nepotism and deliberate favouritism, rampant a generation or so ago, no longer exist. But their abolition has by no means solved the problem. There are several obvious principles which demand to be observed; thus the general sense of justice among the staff should not be offended; seniority should count; the highest efficiency of the service should be secured; the officer of outstanding ability should be discovered early and be given opportunities of finding his way to the highest posts while still comparatively young and wholly vigorous; capable, faithful service should be rewarded; fitness for higher responsibilities is not necessarily proved by good performance of lower duties; staff should be kept in good heart throughout their service; and so on. But these principles are discordant, one with another and it is too much to hope that in practice they may be perfectly harmonised. The one relating to the early promotion of outstanding men is all too easily thrust into the background, with consequent detriment to the one which demands primary consideration for the efficiency of the public service'.

"The arguments in favour of seniority have been stated by Dr. Finer, in 'The Theory and Practice of Modern Government' as follows.—

'The satisfaction of the claims to advancement in the public service is therefore obliged to take place under certain forms and conditions. The tendency is always to fall back upon sheer seniority, for this method has much to commend it. It is automatic, and avoids the need for making invidious distinctions between one person and another, of placing the young over the old, of measuring the responsibility for the result of promotion. It is safe for the official who is charged with making promotions. To any mistake he has made there is answer which goes far to dissipate any mistrust or grievance: The man has been in the office "n" years! It satisfies a sense of equality. To the older people seniority is a defence against the new-comer; to the bulk of men and women who are not ready to run the risks of their avowed belief in themselves it is equitable and undisturbing.

Indeed, for many situations seniority, up to a certain point, is advantageous—those situations are the simple routine clerical duties where long familiarity with office conditions is the best training for those who are to direct several subordinates’.

“ But he goes on to deal with the necessity for a more rational system. He quotes the following view, taken from a German text-book.—

‘ Naturally one must have the right to promote capable officials beyond the limits of their normal career. This is an incentive especially valuable for all and by its use extraordinarily unique powers are awakened and made useful for all of us.’

“ The modern tendency in regard to public service has been towards improving the efficiency of the officers performing that service, by increasing the competitive element, and Dr. Finer traces the gradual transition of the British Civil Service from patronage to open competition.

“ The Promotions Committee of the National Whitley Council, in their report made in April, 1922, said.—

‘ We are agreed that the consideration ruling all promotions should be the advancement of the efficiency of the Public Service, and that this can only be secured by determining promotions on the ground of fitness For different posts, however, the relative importance of qualities varies, and the fitness of an officer is indicated not by a mere enumeration of the qualities he has displayed in the post, but by the extent to which he possesses that combination of qualities which is requisite for the work to be performed in the immediate or more distant future. In promotions to posts in which the work is of a routine character seniority should be allowed more weight than in the case of promotions where greater responsibilities and initiative are involved.’

“ This view is quoted with approval by the Tomlin Commission, which also quoted the views of three other Commissions, as follows.—

‘ (i.) The Playfair Commission, in their first report stated that in the public service promotion should depend solely upon merit It is the practice in several public offices to take the list of clerks in order of seniority, and to promote the first man who is stated to be not unfit for promotion. Although this plan is, undoubtedly, an improvement upon promotion by mere seniority, it is nevertheless, in our opinion, open to serious objection. Promotion should be a stimulus to merit. A man should be promoted, not because those above him are unfit, but because he is the best man for the place. If this course be pursued, no man is branded an unfit, and it would not at all follow that the senior man, passed over for one promotion, might not be the fittest man for the next.’

‘ (ii.) The Ridley Commission, in the second report in the section dealing with lower division clerks, stated as follows: ‘ We think that routine promotion by seniority is the great evil of the service, and that it is indispensable to proceed throughout every branch of it strictly on the principle of promotion by merit, that is to say, by selecting always the fittest man, instead of considering claims in order of seniority, and rejecting only the unfit.’

‘ (iii.) The McDonnell Commission recommended that the rule that promotion should be determined by merit, which is now formally prescribed only for a particular group of officers, should be made universal.’

“ The Tomlin Commission concluded their chapter on Promotion as follows.—

‘ In dealing with the weight attached to merit and seniority in promotion, a distinction must be drawn between the various ranges of the Service. In filling the higher posts in the Service it is clear that merit should be the only consideration.’

' We are glad to note that, when appointments to the highest posts in the Service are under consideration, no account is taken of seniority.'

' In filling posts in the middle ranges of the Service merit should be the determining factor. We have formed the impression that, in general, more regard is paid to merit and less to seniority in filling posts in these ranges than was the case in the past.'

' In the lower ranges seniority and length of service will necessarily carry weight. The evidence which we heard indicated that, in practice, seniority still plays an important part in promotion in these ranges.'

' Some of the evidence which we heard from associations representing clerical staff was in favour of promoting the senior officer on the list, provided only he was fitted for advancement. We do not accept this view. Even in the lower ranges, steps should be taken to ensure that exceptional merit is rewarded by accelerated promotion.'

' In regard to the Service generally, the factor of seniority is unlikely to be undervalued and we deprecate the exercise of any pressure designed to stress the claims of seniority as against exceptional merit. This consideration is present to our minds in regard to our recommendations generally in this Chapter.'

' The recommendation of the National Whitley Council Promotions Committee, quoted above, is followed to-day in Great Britain, and promotion boards are directed by departmental instructions to deal with promotions in accordance with it.'

' The recommendation was approved by a sub-Committee of the National Whitley Council General Purposes Committee in a report on Promotions Procedure, made by it on the 27th June, 1938, in the following words.—

' That the recommendations of the First Committee on Promotions Procedure have proved valuable in practice and should be generally followed by departments unless there is local Whitley agreement for departures in detail.'

' The Committee on Administrative Management, appointed by the President of the United States of America, in its report made in January, 1937, said.—

' Democratic government to-day, with its greatly increased activities and responsibilities, requires personal of the highest order—competent, highly trained loyal, skilled in their duties by reason of longer experience, and assured of continuity and freedom from the disrupting influences of personnel or political patronage. To meet this requirement the merit principle should be extended to all except the highest governmental positions. To this course both of the great political parties are pledged. The merit system should be extended in three ways:—

- ' Upward to include all permanent positions in the Government service except a very small number of a high executive and policy-forming character;'
- ' Outward to include permanent or continuing positions not now under civil service, whether located in new or emergency agencies or in the older departments; and'
- ' Downward to include skilled workmen and labourers in the regular Government service.' "

34. After discussing other authorities on the subject as well as the legal provisions and practice in several Dominions. The Southern Rhodesian Commission recommend as follows.—

“ The policy which we recommend for adoption throughout the Service is the policy of merit with due regard to seniority, as set out in paragraph 160* but subject to some minor alterations in the form of the definition and subject also to a rider based on the latter portion of the recommendation of the National Whitley Council Promotions Committee, quoted in paragraph 174.

“ We think the policy may thus be stated.—

- (1) In the event of two or more officers being candidates for promotion to a vacant post, preference shall be given by the Board, in its recommendation, to that officer who, in the opinion of the Board, and subject to the factors hereinafter set forth, is the most efficient and suitable for appointment to the post. In making its recommendation, the Board shall have consideration for and give due weight—in the manner directed—to the following factors :—
 - (a) The disparity in rank between the different officers. In considering this factor the Board shall be guided by the principle that the greater the disparity in rank the more exceptional must be the efficiency and suitability of any junior candidate.
 - (b) The character and responsibilities of the work of the vacant post. In considering this factor the Board shall be guided by the principle that more relative weight shall be given to seniority if the work of the vacant post is of a routine character, and that such weight shall decrease in an inverse ratio to the increase of the responsibilities involved and the initiative required by the work.
- (2) In cases where, subject to the consideration of the factors above mentioned, two or more officers are found to be equally efficient and suitable the recommendation of the Board shall be determined by reference to the seniority of the officers concerned.
- (3) For the purposes of sections (1) and (2), the relative efficiency of two or more officers shall, subject to the consideration of the factors above mentioned, be determined by reference to their practical and academic qualifications and their aptitude for the discharge of the duties of the vacant post, together with merit, diligence and good conduct.”

35. In regard to special cases, which are bound to be few, where *exceptional* qualifications are required, promotion may have to be made by *merit alone*. They explain this principle in the following words.—

“ Promotion by ‘ efficiency, suitability and merit, ’ meaning that if the senior officer has *ordinary* qualifications, suitability and aptitude for the discharge of the duties of a vacant post in a higher grade, together with merit, diligence and good conduct, and if the junior officer has *exceptional* qualifications, suitability and aptitude for the discharge of the said duties, together with merit, diligence and good conduct, the junior officer shall be appointed thereto, provided that where qualifications, suitability and aptitude are equal the senior officer shall be appointed. This principle we shall refer to as ‘ promotion by merit alone. ’ ”

36 Except in cases where *exceptional qualifications* are called for, when the recommendation in paragraph 35 will apply and where a competitive examination

* Promotion by “ efficiency, suitability and merit ”, meaning that if the senior officer has *ordinary* qualifications, suitability and aptitude for the discharge of the duties of a vacant post in a higher grade, together with merit, diligence and good conduct, and if the junior officer has *exceptional* qualifications, suitability and aptitude for the discharge of the said duties, together with merit, diligence and good conduct, the junior officer should be appointed to the post, provided that the greater the disparity in rank the more clearly exceptional must be the qualifications, suitability and aptitude of the junior officer, and that where this proviso is not adequately met, the senior officer should be appointed. This principle we shall refer to as “ promotion by merit with due regard to seniority.”

or an efficiency test has been prescribed, we recommend that all other promotions from grade to grade and class to class should follow the main principles of the recommendations of the Southern Rhodesia Commission quoted in paragraph 34.

37. We illustrate in the following table, which represents our salary scales for the General Clerical Service, the advancement of officers in various grades.—

Year of Service.	General Clerical Class.		Executive Clerical Class.		
	Grade II.	Grade I.	Grade II.	Grade I.	Special Grade.
1	480				
2	510				
3	540				
4	570				
5	600				
6	630				
7	660				
8	690				
9	720				
10	750		960		
11	780		1,020		
12	810		1,080		
13	840		1,140		
14	870		1,200		
			1,260		
15	E. B. 900			1,320	
16	930			1,380	
17	960			1,440	
18	990			1,500	
19	1,020			1,560	
20	1,050	1,356		1,620	
21	1,080	1,392		1,680	
			E. B.		
22	1,110	1,428	1,740		2,400
23	1,140	1,464	1,800		2,490
24	1,170	1,500	1,860		2,580
25	1,200	1,536	1,920		2,670
26	1,230	1,572	1,980		2,760
27	1,260	1,608	2,040		2,850
28	1,290	1,644	2,100		2,940
29	1,320	1,680	2,160		3,030
30		1,680	2,220		3,120
31		1,680	2,280		3,210
32		1,680	2,340		3,300
33		1,680			3,300
34		1,680			3,300
35		1,680			3,300
					3,600
					3,720
					3,840
					3,960
					4,080
					4,080

An officer say, at the age of 19 (actually, any time between the ages of 17 and 22) joins at the bottom of Grade II. of the General Clerical Class. Between the 8th and 16th year of service he can enter the Executive Clerical Class by competitive examination. Failing that, provided he passes the Efficiency Bar after the 14th year (an examination test) he rises to a salary of Rs. 1,050 per annum in his 20th year; anytime after that, if he is of normal efficiency, he will receive promotion to Grade I. and rise to Rs. 1,680 per annum. While waiting to receive promotion to Grade I. he still has many annual increments in Grade II. up to Rs. 1,320 per annum. If, however, the officer passes the competitive examination after the 8th year he would have been promoted to Grade II. of the Executive Clerical Class which by itself affords him a full life career rising to a salary of Rs. 2,340 per annum subject to an Efficiency Bar. Two other merit promotions are however open to him (in accordance with the principles in paragraph 34 and subject to the occurrence of a vacancy) once from Grade II. to I. after reaching the salary of Rs. 1,680 per annum, and again from Grade I. to Special Class after reaching the salary of Rs. 3,030 per annum. A further merit promotion (not shown in the table) is also open to him, *i.e.*, to Class III. of the Civil Service anytime after passing into Grade I. of the Executive Clerical Class. It will be noted that at no point where an officer fails to receive a promotion will he be condemned to prolonged stagnation and that in the event of being rebuffed by being passed over in favour of a more efficient junior, he has opportunities to spur himself to

greater effort and to do his utmost to prevent it from happening again. The longer he is passed over the more 'pull' he gathers for promotion at some time or other on account of seniority, under the principles in paragraph 34, unless his efficiency and capacity for higher duties are such as to bar further advancement outside his grade. Furthermore, merit will be rewarded at every stage, the higher grades will consist of picked men of great capacity and the service as a whole will be more efficient and contented.

38. Questions of grading and organization of a service are intimately connected with matters of promotion. Since grading generally operates on the side of economy we had to see that adequate opportunities for promotion were ensured for the probably efficient number who are likely to rise to the top in any grade. It is unnecessary to refer to the intricate calculations which enabled us in every case to fix an equitable standard of grading. We may be understood, however, to have taken every opportunity of effecting economy by introducing reasonable grading systems. The present constitution of the Civil Service, for instance, provides for a very long time scale in Class II. and two grades in Class I. We have divided Class II. itself into two grades, the continuous time scale stopping at the top of Grade II. while Grade I. forms a merit grade of Class II. The whole of the Judicial Service as recommended by us constitutes a graded service of posts on fixed salaries with promotion by vacancies. The posts in Class I. of the Civil Service too have been similarly divided into two groups with fixed salaries attached to each. This idea has been imported into the top grades of other services as well. The Departmental Clerical Services have been reconstructed on the basis of the General Clerical Service, with the largest number in the lower grades and carefully calculated proportion of posts in the higher grades to afford reasonable prospects of promotion. The grading of teachers and the salaries we proposed for new entrant teachers follow the same principles.

39. Besides introducing grading and efficiency bars where necessary, economy has been effected by lengthening out the time scales in such a manner as to provide increments throughout the whole period of an officer's service, except in the case of special appointments at the top of the service.

In addition fairly high percentages of reductions have also been made in salaries. Class II. of the Civil Service which under the 1922 Scheme started on a salary of £500 (Rs. 7,500), and rose to £1,300 (Rs. 19,500), and for which the 1934 scale was Rs. 5,400—15,000, has been assigned by us a scale of Rs. 4,800—13,800. Increments of Rs. 600 have been brought down to Rs. 360, the period of service lengthened from 21 years to 28 years and the class divided into two grades. Similarly, Class I. of the Civil Service which started on £1,400 (Rs. 21,000), and ended on £1,750 (Rs. 26,250), and which was assigned the scale Rs. 16,200—19,800 (divided into two grades) by the 1934 Select Committee has been assigned fixed salaries in two grades of Rs. 15,000 and Rs. 18,000. Under our Scheme the earliest an officer can reach Class I., Grade II., would be in the 25th year of his service and Grade I. in the 30th year.

Proportionate reductions have been effected in the case of the technical services too. A District Engineer of the Public Works Department whose pre 1934 and 1935 scales of salary were £500 (Rs. 7,500)—£960 (Rs. 14,400), and Rs. 6,840—11,520 respectively has been assigned by us a salary scale of Rs. 6,240—9,600, with an efficiency bar before Rs. 8,400. Increments which were Rs. 450 and Rs. 600 and later Rs. 384 and Rs. 420 have been reduced to Rs. 240. Assistant Superintendents and Superintendents of Surveys whose salary scale rose from £450 (Rs. 6,750) to £1,040 (Rs. 15,600) under the pre-1934 scheme and from Rs. 3,960 to Rs. 12,480, under the 1934 scheme have been assigned by us Rs. 3,120 to Rs. 10,200. The increments which ranged from Rs. 375 to Rs. 600, under the pre-1934 scheme and Rs. 300 to Rs. 480, under the 1934 scheme have been reduced to a range of Rs. 180 to Rs. 360. The service period of an Assistant Superintendent, which was 13 years and later 18 years, has been lengthened by us to 26 years.

The middle grades also had to undergo reductions in salaries under a scheme of general reduction but we have tried to avoid undue hardship as far as possible.

In certain cases the scales we have proposed are more advantageous than the existing ones and generally speaking no reductions have been made in the case of those employees whose salaries are below Rs. 480.

We should add that we have endeavoured throughout to maintain the existing relative positions of the various services and grades, and where we materially depart therefrom, reasons have been given.

(d) **The Scope of the Functions allotted to the different Classes of Government Servants.**

40. It was in the nature of things in the Government organization of the old days that all administrative and executive work, except as regards Village Administration, should have been in the hands of European officers, while Ceylonese performed clerical and other routine work. The division of functions between what were called the "superior" and the "subordinate" staff was clear cut; the latter always asked for instructions in every detail of the work they handled. The public too grew into the habit of demanding the attention of "superior" officers where the "subordinate" staff did not comply with their request, however reasonable, or just the refusal was. With the spread of education and the political progress of the country the situation has, no doubt, largely changed. Yet it is a fact that the pay and prospects of the "subordinate staff" have been improved from time to time, but the officers in the higher grades of the "subordinate staff" (the Clerical Service, for instance) were not made to shoulder higher work and greater responsibility in proportion to such increase in pay. Without suggesting in anyway the lowering of the standard of the higher administrative services, or the weakening of the present system of direct recruitment to it, we strongly advocate that greater use should be made of the talent in the higher grades of the Clerical and other equivalent Services. We are not satisfied, for instance, that all the officers in Class I. and the Special Class of the General Clerical Service perform duties which constitute an adequate return to Government for the high salaries drawn by them.

41. The work in a modern office is divisible into three main categories: *clerical*, *executive*, and *administrative*. What the duties of the *clerical class* are is common knowledge. They include the simple operations of copying and typing as well as dealing with particular cases in accordance with established practice and well-defined regulations or instructions; checking straightforward accounts, claims, returns, &c.; preparing material for statistics: simple drafting and collection of material on which judgment can be formed. *Executive work* also covers a wide field but requires higher, though in varying degrees, qualities of judgment, initiative and resource. This class would include senior members of the Clerical Service and the Inspectorate and other outdoor officers of the Customs, Police, Excise, &c. The Tomlin Commission quote a former Chairman of the Board of Inland Revenue as having said that in the strict sense executive work was work in which a code of law or administration was being applied in order to obtain results. He included higher accounting within executive work. *Administrative work* "is concerned with the formation of policy, with the revision of existing practice or current regulation and decisions, and with the organization and direction of the business of Government".

42. Under the above definition the Ceylon Civil Service is the Island's premier administrative service, and the General Clerical Service should provide not only the clerical but also, from its higher grades, most of the executive staff. In this sense, it does not seem to us necessary for posts of Office Assistants in all offices to be filled from the administrative services (Civil or Technical). Some posts of Office Assistant in a few large offices may have to be reserved as a training ground for junior administrative officers. But an officer in the Special Class or in the upper section of Class I. of the General Clerical Service, for instance, should be able to fill satisfactorily the post of Office Assistant in a district Kachcheri or in any small office. Further, the work done by many officers in Class II. of the Civil Service should be taken over by officers in Class III. We suggest a similar downgrading of posts in the large technical and closed departments. Unless this

policy is adopted we fear that, with the growth of Government's activities in the field of social service, it will be difficult to check the growth in numbers in the purely administrative class. We believe that it is wise policy and economical in the long run to remunerate the administrative services on a comparatively high standard but to keep the numbers down as far as possible.

It is relevant to note that similar downgrading of posts was recommended by the Tomlin Commission.—

“ In a number of departments steps have been taken in recent years to modify the administrative cadres. Some posts of assistant principal have been suppressed and posts, filled by the promotion of members of the executive or clerical classes, have been substituted therefor. We recommend that those departments which have not already reduced the number of posts of assistant principal to a number appreciably less than the number of posts of principal, should take an early opportunity of revising their cadres with this end in view.”

43. We welcome therefore the proposal by the Wedderburn Committee in Sessional Paper XVIII. of 1937 for the division of the General Clerical Service into a Clerical Class and an Executive Class. We recommend the introduction of this principle into all departmental clerical services and suggest their reorganization in the form of a broad-based pyramid with the larger number in the clerical class. We trust that the members of the Executive Class of the service will be made, in practice, to shoulder the responsibility properly attaching to work of an executive nature.

44. There is one more point which we wish to mention while on the subject of making greater use of the Clerical Service. We are greatly concerned at the tendency on the part of Government to form new grades with outside recruitment on over-generous scales of salary, whenever some new form of activity, or the extension of existing services, calls for additional staff. In many cases the duties of the new posts were well within the capacity of Clerical Service officers who could have been seconded to the posts on their own salary. The provision of unnecessarily high scales for these new grades and the filling of the posts after advertisement have, in several cases, resulted in the anomalous position whereby Clerical Service officers have eventually been appointed to the posts with comparatively large jumps in salary.

45. We quote a few examples below.—

- (a) Three Travelling Inspectors (temporary) of the Labour Department have been assigned a salary of Rs. 3,000 per annum each. Those appointed to these posts are—
- (1) An outsider (Proctor);
 - (2) A clerk in Class II. of the Clerical Service who was in receipt of a salary of Rs. 2,200 per annum;
 - (3) A clerk in Class III. of the Clerical Service who was in receipt of a salary of Rs. 1,008 per annum.

It is evident that the duties involved are not beyond the capacity of any efficient and experienced officer in Class III. of the Clerical Service. If a salary scale had not been fixed for these posts, suitable Class III. officers (Rs. 480—1,200) could have been seconded to these posts.

- (b) A similar case of glaring disparity in salaries is that of two Inspectors of Match Factories advertised on a salary scale of Rs. 960—120, 144, and 180—3,000. Here again the posts could very well have been filled by two competent senior officers in Class III. of the Clerical Service.
- (c) Provision is made to pay a salary of Rs. 1,800—240—3,600 to each of five Labour (Shop) Inspectors. No specialized knowledge is required for this work which could be undertaken by officers of Class III. of the Clerical Service. The initial salary now proposed, the increments and the maximum are in our opinion, disproportionately high.

(d) Provision is made for the appointment of an Additional Assistant Manager, Employment Exchange, on a salary of Rs. 1,800 per annum whereas the Assistant Manager is an officer in Class III. of the Clerical Service who is placed on the maximum salary of his Class, viz., Rs. 1,200. A similar arrangement with proportionately less emoluments should be possible in the case of the appointment of an Additional Assistant Manager.

46. We recommend that, whenever it is proposed to create new posts of the types mentioned above, the possibility of appointing officers of the Clerical Service should be kept in view.

CHAPTER III.

THE PRIVILEGES AND OTHER CONDITIONS OF SERVICE OF PUBLIC SERVANTS.

(a) Rent of Government Quarters and Rent Allowance.

47. The history of this question up to 1928 is contained in Chapter II. of Sessional Paper XLVIII. of 1928: the regulations which govern the rent payable for occupation of Government Quarters and the Rent Allowance are contained in Chapter XIV. of the Financial Regulations (Second Edition), 1938.

48. The scheme in force in 1928 was as follows:

Rent.

Ten per cent. of salary for occupation of Government Quarters in Colombo, Kandy, and Nuwara Eliya, and 6 per cent. of salary in all other stations.

Rent Allowance.

	Married Officer. Per cent.	Single Officer. Per cent.
In Colombo, Kandy, and Nuwara Eliya ..	15	7½
In other stations	10	5

subject to the following maxima and minima:

Maxima for Married Officers.

	Salaries £1,400 and over.	Salaries £1,000 and under £1,400. Per Mensem.	Salaries £500 and under £1,000.
	Rs.	Rs.	Rs.
Colombo	180	150	130
Kandy and Nuwara Eliya	145	120	100
All other stations	120	100	85

The maxima for single officers were half the above rates.

Minima.

	Married or Single Per Mensem. Rs. c.
Colombo, Kandy, and Nuwara Eliya	3 75
Other stations	2 50

In the case of clerks and officers of equivalent status at Nuwara Eliya the minimum rent allowance was Rs. 15 per mensem.

49. In 1932, owing to the difficulty experienced in inducing Government officers to occupy or to remain in occupation of Government bungalows in Colombo due to the fall in rent of private bungalows, the above scheme was modified to the following extent with effect from April 1, 1932:

- (i.) Rate of rent prescribed for Government quarters in Colombo, Kandy, and Nuwara Eliya was reduced from 10 to 6 per cent.
- (ii.) Maxima of rent allowance for officers stationed in Colombo was reduced from Rs. 180, 150 and 130 to Rs. 150, 130 and 120 respectively.

50. The Salaries and Cadres Commission in paragraph 15 of its First Interim Report (Sessional Paper XII. of 1932) and in paragraph 17 of its Second Interim Report (Sessional Paper XVI. of 1932) proposed that the rent allowances be abolished and that all occupants of Government quarters be required to pay the assessed rentals of those quarters.

51. On March 1, 1933, the State Council, adopted *inter alia*, the following resolutions:

- (i.) That a Select Committee of this Council be appointed to consider and report on the recommendations of the Salaries and Cadres Commission (Sessional Papers XII. and XVI. of 1932) with special reference to the salaries and allowances of future Ceylonese entrants to the Public Service; and
- (ii.) That, until a decision is reached on the Report of the Select Committee, new appointments of Ceylonese to the Public Service should be made upon the salaries recommended by the Salaries and Cadres Commission, but with the allowances and conditions of service at present attached to the appointments, except as previously modified by resolution of this Council.

(The modifications are in respect of commutation of pension, leave and holiday warrants).

52. On April 24, 1933, the Treasury, on the instructions of the Governor, issued a circular to departments directing that " pending the receipt of and a final decision on the Select Committee's report new appointments of Ceylonese to the Public Services shall be made upon the salaries recommended by the Salaries and Cadres Commission, but, subject to the exceptions hereinafter mentioned, with the allowances and conditions of service at present attached to the appointments." (The " exceptions " refer to the modifications mentioned in paragraph 51).

53. Officers already in service and those appointed on and after April 24, 1933, thus continued to receive rent allowance at sanctioned rates and pay rent for Government quarters at 6 per cent. of salary.

54. The Select Committee in question in Chapter II. of its Second Interim Report (Sessional Paper VIII. of 1934) recommended:—

- (i.) That no Ceylonese future entrant to the Public Service be entitled to free quarters.
- (ii.) That no Ceylonese future entrant to the Public Service be entitled to rent allowance.
- (iii.) That Ceylonese future entrants to the Public Service who occupy Government quarters be required to pay rent at the assessed economic rate.

These recommendations were given effect to from June 1, 1934. Subsequently the Financial Secretary drew the attention of the Select Committee to certain difficulties arising from the application of the above recommendations: thereupon the Select Committee recommended, *inter alia*, in Chapter III. of its Third Interim Report (Sessional Paper XXVIII. of 1935), that Ceylonese new entrants to the Public Service who are called upon to occupy Government quarters (*i.e.*, compulsory occupation) be required to pay either the economic rent of the quarters, or 15 per cent. of their salary, whichever is less. The Treasury has given effect to this recommendation.

55. Subject to the Financial Regulations governing the payment of rent allowance and the recovery of rent, the position may be summarized as follows:—

- (i.) Officers who have been in the Public Service from a date prior to April 24, 1933, whether Ceylonese or non-Ceylonese, are eligible for rent allowance and pay rent at 6 per cent. of salary.
- (ii.) Ceylonese officers who have been appointed to the Public Service on monthly pay between April 24, 1933, and June 1, 1934, are eligible for rent allowance (paragraph 11 of Sessional Paper VIII. of 1934) and pay rent at 6 per cent. of salary.
- (iii.) Ceylonese officers who have been appointed to the Public Service on daily pay after April 24, 1933, and taken on the monthly paid establishment after June 1, 1934, are not eligible for rent allowance and pay economic rent (15 per cent. or economic rent whichever is less, if occupation is compulsory).
- (iv.) Ceylonese officers appointed after June 1, 1934, are not eligible for rent allowance and pay economic rent (15 per cent. or economic rent, whichever is less, if occupation is compulsory).

In the case of non-Ceylonese officers (including Indians) recruited to the Public Service after April 24, 1933, their conditions of service are governed by special Resolutions called March Resolutions passed by the Council. These Resolutions as a rule provide for non-new-entrant conditions of rent and rent allowance.

56. The Committee appointed to report on Class III. of the General Clerical Service in paragraphs 49 to 51 of its Report (Sessional Paper XVIII. of 1937) recommended the restoration to new-entrants of the Public Service of the scheme of rent allowance and rent charges for Government quarters in force before 1934 but the Board of Ministers have not accepted this recommendation.

57. Under the Sessional Paper VIII. of 1934 Scheme as modified by the recommendations contained in Chapter III. of Sessional Paper XXVIII. of 1935, Ceylonese new-entrants to the Public Service are entitled neither to rent allowance nor to free quarters but pay economic rent when in occupation of Government quarters, subject to a maximum of 15 per cent. of salary if occupation is compulsory. We consider this position satisfactory and have no recommendation to make in regard to it. As regards non-Ceylonese officers (including Indians) we consider that there is no justification for continuing to grant the rent allowance concession to a limited section of the Public Service and recommend its discontinuance in the case of all future appointments of non-Ceylonese. The latter should, in the matter of rent and rent allowance, be placed on a par with Ceylonese new entrants to the Public Service. We have recommended elsewhere that their total emoluments should consist of the basic Ceylon salary plus a pensionable overseas allowance.

We make no recommendation as regards the grant of rent allowance to non-new entrants.

58. In our investigation of departments we have come across a case in the Prisons Department where certain grades of Prison Officers still enjoy certain special concessions in regard to rent allowance although the circumstances justifying the grant of those special concessions have ceased to exist. Our recommendation in regard to this case is contained in the chapter on the Prisons Department. It also came to our notice that there are two bungalows in the Power House premises at Kolonnawa and one at Pettah (already referred to in paragraph 1390 of Part I. of our Report) which are occupied free of rent by officers of the Electrical Department. We consider that economic rent, subject to a limit of 15 per cent. of salary, should be charged for occupation when there is a change of officer. We would further suggest that the Treasury should obtain from departments lists of officers enjoying concessions above the ordinary and review in each case the necessity for continuing such special concession.

59. There existed a practice under which Government rented out private bungalows for the occupation of public officers entitled to free quarters or granted them enhanced rent allowances. The Treasury has recently begun to discourage this practice and now the majority of public servants entitled to free quarters when they are not in occupation of Government quarters free of rent are given only the ordinary rent allowance, leaving it to them to make their own arrangements in regard to quarters. We consider this arrangement satisfactory and recommend its extension to all departments. Cases where great hardship would be caused to individual officers by the new arrangement should be submitted to the Treasury for decision, and those already settled should be reviewed and Treasury orders obtained on them.

(b) **Station Allowances.**

60. The history of the Nuwara Eliya Station Allowance is fully set out in Chapter II. of Sessional Paper VIII. of 1934, paragraph 23. Since this Sessional Paper was published Government has decided to make permanent the reduction from 10 per cent. to 6 per cent. which was originally intended to be temporary. The minimum rate has also been reduced from Rs. 4 to Rs. 2.50. (Financial Regulation 983). We agree with the recommendation made in paragraph 24 of the above Sessional Paper that this allowance should not be paid to any future entrants to the Public Service. As regards other Station Allowances which are peculiar to particular departments, we deal with them in the Chapters on the departments concerned.

(c) **Concessions on the Railway.**

61. *Season Ticket Concessions.*—In paragraph 41 of Sessional Paper XLVIII. of 1929, the 1926 Salaries Committee stated:

“ Government clerks and others of a similar standing employed in Colombo, Kandy, Galle, Jaffna or Kalutara, including members of Divisions A, B and C of the permanent staff of the Government Printing Office are allowed second class season tickets at one-fourth the usual second class rates for the purpose of travelling between their homes and their offices. Government peons and men of this class are allowed third class tickets at one-fourth rates. The children (under 18) of Government servants attending school in Colombo are allowed second or third class tickets at one-fourth rate*. We were asked by the Government to consider the question of the continuance of these concessions. This question had been raised in the Railway Advisory Board which at a meeting held on October 3, 1927, expressed the opinion that the specially low concession rates charged to Government clerks should no longer continue. The majority of the Board considered that, even if there were any sound reasons for giving concessionary treatment to Government as opposed to ordinary mercantile clerks, such concession should not be made at the expense of the Railway when the Railway accounts were placed upon a commercial basis and that either the Railway should be given by Government the lump sum value of such concession, or the special concession should be withdrawn altogether, leaving it to Government to decide what, if any, compensation should be made to officers for the withdrawal of such concession. The General Manager estimates that the annual cost to the Railway of this concession is approximately three and a half lakhs. The question is not without difficulty. We do not favour concessions of this kind which are in the nature of disguised emoluments, but we recognize that, once granted, their withdrawal cannot be effected without creating some hardship. After careful consideration we propose that this concession should be continued in respect of officers already in the service, but that it shall not be granted to officers entering the service on or after some prescribed date (which might suitably be the date from which effect is given to our general proposals). If our proposal is adopted, these concessionary rates will gradually disappear ”.

* *Vide* General Orders 1295-1298 (Sixth Edition).

On this recommendation, Government withdrew the concession from officers who joined the Public Service after January 1, 1929, by a notification dated November 26, 1928, published in the *Government Gazette* of November 30, 1928.

62. On May 20, 1937, Dr. N. M. Perera, moved:

“ This Council is of opinion that the concession on the Railway, which was withdrawn from Government servants who joined the public service after January 1, 1929, and their children, should be restored immediately in view of the fact that the increases recommended by the 1928 Salaries Committee have not been paid.”

This motion was in accordance with Standing Order 57 referred to the Executive Committee of Communications and Works, the Chief Secretary and the Financial Secretary for report. They reported as follows:—

Report of the Executive Committee of Communications and Works under Standing Order 57:

“ The motion was considered by the Executive Committee.

The question of concessions on the Railway to Government Servants is entirely a matter for the Hon. the Chief Secretary and the Hon. the Financial Secretary.

Dr. N. M. Perera, who was present, agreed to the decision of the Committee. ”

Report of the Financial Secretary under Standing Order 57:

“ The motion assumes that the recommendation of the 1928 Salaries Committee to discontinue the concession of season tickets on the railway at reduced rates to persons appointed after their salaries recommendations became effective was meant to be conditional on the adoption of these salary recommendations. This, however, is not so; except in the matter of the proposed date of inception, the two matters are distinct. The salary recommendations if adopted would have applied both to officers already in service and to those appointed thereafter. The season ticket concession was intended to be retained by those in service even with the new salary scales. Actually the proposal was originally made by the Railway Advisory Board in 1927. It is difficult to justify giving this concessionary treatment to Government servants as opposed to mercantile clerks, and the Financial Secretary is unable to concur in the suggestion that officers who have not enjoyed the privilege, and who entered the service after the privilege had been abolished in the case of new entrants should now receive it.

It is admitted that the grant of the privilege may result in the diversion to the Railway of some of the traffic now carried by road vehicles, but the difference between the concession and the ordinary rate is paid into Railway revenue from a vote provided in the estimates which would require to be increased if this concession were granted. It is not considered that there is any justification for placing this further charge on the Revenue. ”

Report of the Chief Secretary under Standing Order 57:

“ The Chief Secretary concurs in the report of the Financial Secretary ”.

This motion was accepted by the State Council on February 23, 1939, (*vide* item 18 of the Minutes of that day's meeting of the Council).

At the request of the Board of Ministers the Treasury has referred this question to us for report.

63. We had already received representations from the Government Minor Employees' Union requesting us to consider the question of the restoration of this season ticket concession. While we are inclined to view with favour any means of giving relief to the Clerical and Subordinate Officers stationed in the larger towns and consequently put to considerable additional expenses in travelling to and from their offices as compared with their fellow officers in the ordinary small outstation, we are definitely opposed to the grant of a concession at the

expense of the central revenue. We do not see, however, why the Railway management should not consider the granting of season tickets at reduced rates to clerks and minor subordinates employed in the larger towns. The trains on the suburban lines are not, generally speaking, running to capacity while the majority of clerks and peons find it cheaper to travel by bus. We should imagine that it would pay the Railway to give special concessionary rates to the classes of officers we have referred to above so as to attract to it some of the traffic now making use of the road. The extent of the concession would be a matter for decision by the Railway management; we strongly advise that the matter should be placed before the Railway authorities for consideration.

64. *Holiday Railway Warrants.*—In accordance with the decision of the Select Committee of the State Council (Sessional Paper VIII. of 1934) new entrant public servants drawing more than Rs. 240 per annum are entitled, for themselves and members of their family, to one double or two single free journeys per annum on the Railway. We consider this concession reasonable and do not recommend any change.

(d) **Uniforms.**

65. We do not think that there is a single department of Government which does not supply some kind of uniform or wearing apparel to certain classes of employees. There will be a peon at least to receive his quota of coats and buttons. We are doubtful whether, in every case where wearing apparel or uniform is supplied, such issues have a bearing on the salary scales fixed for the employees concerned.

66. An examination of the Estimates of Expenditure for 1938-39 shows that the larger departments alone spend as much as Rs. 300,000 per annum on uniforms and equipment. If the expenditure incurred by all other departments which do not make special provision under a separate sub-head for the supply of wearing apparel to peons, gatemen, watchers, liftmen, &c., is taken into consideration, the total expenditure for uniforms and equipment will be in the neighbourhood of Rs. 500,000. In view of the heavy expenditure incurred in the supply of uniform, we are of the opinion that the question should receive careful scrutiny. This can be done only by examining the practice in the various departments individually—a task which we are not in a position to undertake. We are pleased to note that the question has been taken up by the Treasury so recently as in 1937 and standards laid down in a few cases. Certain applications have been referred to us for our views.

67. It appears to us that the question should be examined from the following points of view:—

- (a) What class of employees should wear uniforms?
- (b) Whether a less expensive method of distinguishing a class of employees should not be introduced?
- (c) If uniforms should be provided, what is the minimum requirement and the quality necessary in each case, and at what intervals should replacements be allowed?
- (d) Has the fact that office wear is being supplied in the form of uniforms been taken into account in framing the scales of salary for such employees?
- (e) Should not officers who are granted cash allowances in lieu of uniforms bear at least a part of the cost?

68. With regard to (a), we may observe that there are certain classes of employees whose duties require that they should wear uniforms. In this class come the Police and Excise Officers, Baggage Office Staff of the Customs, Sanitary Assistants, Railway Ticket Inspectors and Ticket Collectors, Meter Readers of the Electrical Department, &c. There are also the Matrons, Sisters, and Nurses of Hospitals, who have to wear uniforms in conformity with the usual conventions of their profession.

69. In many other cases, however, the provision of uniform appears to be just an ordinary clothing allowance, which took its rise at a time when the ordinary minor employee had to be taught in a tangible manner what his proper office wear should be. We are not satisfied that every peon, labourer, sweeper, bungalow keeper, Village Tribunal keeper, &c., should wear a uniform comprising a coat with cloth or trousers and hat supplied by Government. We would suggest that the Treasury should send out a circular, obtain statistics of all employees who now get uniforms and delete the concession except where special circumstances necessitate the wearing of uniforms.

70. Our point of view with regard to (b) can be better explained by a few illustrations: A peon working in an office requires only the badge and belt as a distinguishing mark of his office. Similarly, a postman can be distinguished equally well by a special cap or hat with the letters "G. P. O." on it. A coat and white cloth for the former and a khaki suit with red shoulder straps, &c., and a hat for the latter may be superfluous. It should also be considered whether it would not suffice for the various grades of Railway officers to wear a badge showing the officer's status, instead of a uniform.

71. The questions at (c) and (e) are matters for inquiry and decision according to the merits of each case. But we may point out that if uniforms are supplied for the reason that the officer concerned is compelled to wear clothes different from what he would ordinarily wear, there seems to be no justification in most cases to supply shoes or give an allowance in lieu thereof, as shoes would ordinarily have been worn with his civil clothes. The issue of a rain coat is another item which should be considered. Apart from the necessity for rain coats, the question of the intervals between replacements should be carefully considered and a standard laid down.

As regards (e), we suggest for consideration whether the Charges Officers and Preventive Officers of the Customs Department should not bear part cost of their uniforms, since Police Officers of gazetted rank bear the cost in full. We would recommend that, generally speaking, officers of staff rank or those drawing Rs. 3,600 per annum and over should bear the cost of their uniforms.

72. With regard to (d), we do not think that, except perhaps in the case of a disciplined force like the Police and that of Matrons, Sisters, and Nurses, the issue of uniforms has any bearing on the salary scales. We have maintained the same principle by proposing salary scales without considering whether uniforms will be supplied or not. For this reason we would suggest that no hardship can be caused by reducing the supply of uniform to the bare minimum necessary.

(e) Leave Regulations.

73. *Existing Regulations.*—The present leave regulations are contained in Chapter XV. and Chapter XV. (New Entrants) of the Financial Regulations. Chapter XV. deals with the leave privileges of Ceylonese officers appointed to the Public Service prior to April 24, 1933, and of all Overseas officers, and Chapter XV. (New Entrants) deals with the privileges of Ceylonese officers appointed after that date and known as "new entrants".

74. The "non-new entrant" public officers are, generally speaking, entitled in a year to:—

- 14 days casual leave,
- 36 days vacation leave, and
- Half-pay leave up to $\frac{1}{3}$ th of the resident service in certain exceptional circumstances, including ill-health.

Officers of Civil List status are allowed half-pay leave without any special grounds after 4 years' resident service, such half-pay leave, when spent out of the Island, being commutable into one-half the period on full-pay subject to the limit that the aggregate of vacation leave and commuted and uncommuted leave does not exceed 10 months at a time.

75. The Salaries and Cadres Commission of 1932 expressed the opinion that the above privileges were too generous and made the following recommendations:—

- (i.) That casual leave be reduced from 14 days to 7 days;
- (ii.) That vacation leave be reduced from 6 weeks to 4 weeks;
- (iii.) That the existing rules regarding half-pay leave be allowed to remain in force, but that such leave might be commuted only up to a maximum of 5 months' full-pay leave;
- (iv.) That the rules regarding half-pay leave should not be applicable to Ceylonese officers except:
 - (a) for purposes of study,
 - (b) on the ground of ill-health.
- (v.) That the "tours of service" of all officers be varied, for purposes of leave, as follows:
 - 1st "tour of service" to be 6 years,
 - 2nd and 3rd tours to be 5 years each. Thereafter each tour to be 4 years excepting that the last might be 3 years.

76. The Select Committee of the State Council which considered these recommendations agreed with (i.) and (ii.) and with (iii.) without the proposed limitation to 5 months' commuted leave. They thought that the existing over-riding limit of 10 months for the aggregate of vacation leave and commuted and uncommuted half-pay leave was sufficient. With regard to (iv.), viz., the limitation of half-pay leave privileges to Ceylonese for specific purposes, they stated that ill-health was the most common ground on which half-pay leave was allowed to be spent in the Island, and they considered the existing rule to be reasonable. They also stated that it was in the public interest that Ceylonese officers of Staff rank should occasionally take a holiday abroad and visit other lands. They accordingly recommended the continuance of the existing rules relating to half-pay leave. On the question of the extension of the duration of 'tours of service', they considered that as leave was proportionate to service, it was unnecessary to prescribe such hard and fast periods.

77. We have carefully reviewed the existing leave privileges of 'new-entrant' public officers and considered whether they require revision in the light of the experience of the last few years during which they have been in force. We are of the opinion that, generally speaking, they are based on sound principles and are not over-generous, except in regard to the grant of commuted half-pay leave to Ceylonese officers of staff rank. We agree with the Select Committee that the existing privilege of half-pay leave up to 1/6th of a permanent officer's resident service should be continued to provide for exceptional circumstances when all available full-pay leave has been exhausted. It has, however, been brought to our notice that in certain departments Ceylonese junior officers are beginning to adopt the habit of going abroad for a holiday on long leave as frequently as overseas officers. Long leave involves the Government in extra expenditure in acting appointments or additional staff as a leave reserve. While we do not desire to restrict any officer from taking a holiday abroad on accumulated vacation leave, we do not think that it should be open to every Staff Officer to avail himself of commuted half-pay leave every four years. It should be sufficient, if a Ceylonese Staff Officer had the right, ordinarily, to take extra long leave out of the Island about thrice during his career in the public service, the first of such periods of leave being taken after 10 years' service.

We therefore recommend that Ceylonese officers appointed in the future to posts of staff rank should be eligible to commute half-pay leave for purposes of long leave out of the Island on the following conditions:

- (i.) For purposes of study; or
- (ii.) On grounds of ill-health certified by a Medical Board; or

- (iii.) For the purpose of a holiday, if the officer has completed 10 years' service under Government, provided that the number of occasions on which commuted half-pay leave is taken for any purpose out of the Island is limited to three during the whole service of the officer.

78. *Overseas Officers.*—Our attention has been drawn to the fact that there are occasionally hard cases of overseas officers who when invalided home find their available leave insufficient for complete recovery or while on leave are found upon medical examination to be unfit to return to duty at the expiration of such leave. We have read the Report of the Plymouth Committee (1934) on Leave and Passages Conditions for the Colonial Service. They recommend an extension of leave in such cases, as may be found necessary in the light of the opinion of the consulting physician to the Colonial Office, up to a maximum of 6 months with full pay. We agree to the introduction of some such concession to overseas officers serving in Ceylon. We are of the opinion that, in other respects, the non-new entrant leave privileges which are applicable to all overseas officers are adequate.

(f) **Public Holidays.**

79. The following are the days declared as Public Holidays at present :

	Days.
New Year day and the day after	2
Thai Pongal day	1
Muslim Hadji Festival	1
Easter	4
Hindu New Year day	1
Prophet Mohamed's Birthday	1
Buddhist Wesak	2
Buddhist Poson	1
King's Birthday	1
Adi New Moon day	1
Ramazan Festival	1
Christmas	7
	23

Certain departments, viz., the Post Office, Railway and the Customs, have their own specific holidays which are very much fewer in number.

80. The number of public holidays in 1917 was 18. In 1918 three days were added during Christmas to make the period 24th December to 2nd January a continuous period of holiday, but an equal number of days, viz., Ash Wednesday, Ascension Day and Prince of Wales' Birthday, was deleted from the list of public holidays. The total number thus remained at 18. In 1928, four additional days, viz. :

- 1 day extra for Wesak,
- 1 day for Poson,
- 1 day for Adi New Moon day, and
- 1 day for Ramazan

were declared as holidays. Again in 1933 Prophet Mohamed's Birthday was added to the list, and the total number of public holidays became 23 at which figure it has since remained.

81. In 1933, when Prophet Mohamed's Birthday was declared a public and bank holiday, the Minister for Home Affairs informed His Excellency the Governor that the number of public holidays allowed in Ceylon was excessive and that his Committee had decided to review this question carefully at some future date. His Excellency expressed full agreement with the view of the Committee. A Sub-Committee of the Home Committee was appointed in October, 1933, to consider

the question. The Sub-Committee reported that the existing holidays in Ceylon were not excessive, compared with the Indian Provinces, and that there was no justification for interfering with the existing arrangement.

82. It may safely be stated that public opinion in the country is that the number of public holidays is excessive. Further, these holidays, occurring as they do rather too frequently during the first half of the year, interfere with the normal working of Government departments. The number of public holidays in the Federated Malay States is 21, in the Straits Settlements 10 and in Hong Kong 15. In the Indian Provinces the number of holidays is comparatively larger, but that is not a sufficient reason for retaining here an excessive number of public holidays.

83. *Christmas and Easter Holidays.*—We are aware of the fact that a majority of the holidays occur on occasions of religious significance for the different sections of the people; but we see no reason why, owing to the religious festivals or observances of one section of the community, in which ordinarily only a small percentage of the public servants belonging to that section takes part, all public offices should remain closed and every officer given a holiday. It has, however, been urged on us that the holidays during Christmas and Easter are taken advantage of by Government officers of all sections of the country for rest and recuperation and have come to be regarded as the two most important of holiday seasons. The public and social life of the country has grown on the basis that these two periods will be preserved intact as holidays, and it is not desirable to interfere with them and break the associations which have clustered round them. From the point of view of the efficiency of the service, nothing may be gained by a day off now and then occasioned by the other public holidays, but the two definite breaks during Easter and Christmas, one during the hottest season in the low country, cannot but prove advantageous.

84. *Holidays of National Importance.*—Apart from these two periods, the other public holidays now in force could be divided, as is the practice in India, into National and Sectional holidays. It is desirable that the number of National holidays should be limited to the minimum possible. There are three holidays which will be generally admitted to be national in character. They are:

Sinhalese and Tamil New Year Day.
Buddhist Wesak Day, and
King's Birthday.

If to these three days the Christmas and the New Year and the Easter vacations are added, the public holidays will comprise 16 days, which we consider sufficient for the community as a whole.

85. *Wesak Holiday.*—We should explain that we gave careful consideration to the question whether the Buddhist Wesak day should not be classified under Sectional holidays. It is probably the oldest holiday of the country and of the greatest significance to the community as a whole, having cultural besides religious associations. It is the only public holiday outside Christmas, Easter, the Sinhalese and Hindu New Year, and King's Birthday which the Post Office and the Railway already enjoy. Moreover, if it were classified as a Sectional holiday, a very great amount of dislocation of administration of the public service on that day would probably ensue owing to the large numbers taking leave. We have, therefore, thought it proper that it should be grouped under National holidays.

86. *Sectional Holidays.*—All other days of religious significance for the different sections of the people, which are at present public holidays, should, in our opinion, be considered as Sectional holidays only, on any of which days Government officers belonging to the particular religion to which that day is significant, should be allowed leave without debit to their leave account under the leave regulations, subject, of course, to the exigencies of the service. But Heads of Departments should be instructed that this leave is a privileged one and should

not be denied to any officer entitled to it without grave cause, such as, impossibility to make other arrangements to carry on any Government business which cannot be postponed for a day. The holidays under this category will be :

Thai Pongal Day,
Muslim Hadji Festival,
Prophet Mohamed's Birthday,
The day following the Buddhist Wesak,
Buddhist Poson,
Adi New Moon Day, and
Ramazan Festival (Muslim).

87. It is not our intention to extend the existing privilege of public holidays to Departments like the Post Office, Railway, Customs, &c., which have their own specific holidays, but we recommend that any public holiday which they may now enjoy, and which falls under our classification of Sectional holidays, should be treated by them also as a Sectional holiday.

88. *Bank Holidays.*—We have no recommendation to make as regards the restriction of Bank holidays. But we wish to mention that it seems to be the general opinion that two days' Bank holiday for the Vel Festival, for instance, is excessive, as this festival has not now the significance to the commercial world which it had before. We would, therefore, suggest that the Home Ministry should consult the Banks as to whether they would desire any restriction of the existing number of Bank holidays.

89. It is necessary to point out that Public and Bank holidays (except the public holiday for Prophet Mohamed's Birthday) are regulated by the Holidays Ordinance, No. 1 of 1928. We would, therefore, suggest that this Ordinance be amended at the earliest possible opportunity in accordance with our recommendation as regards Public holidays, embodying at the same time any decisions reached as regards Bank holidays.

We further recommend that the Sectional holidays proposed by us should not be statutory but should be regulated by Government regulations only, as they are not, in reality, public holidays.

90. We submitted the above proposals for the consideration of the Minister for Home Affairs, who has stated that he was not, personally, prepared to support the division of the existing Public holidays into two groups, National and Sectional. His reasons are (i.) that as Easter and Christmas holidays, which are linked up with Christian religious festivals, are enjoyed by all religionists it might be considered "unfair" if Christians do not have the privilege of taking a holiday on the festival days of other religions and (ii.) that "serious administrative difficulties would arise in putting the sectional holiday proposal into effect." Despite this adverse opinion, we regret we are unable to vary our recommendations. We consider that the number of holidays is excessive and that our proposals afford the only practical solution of the present situation with the least possible chance of hurting religious susceptibilities. Moreover, the reasons for our recommendation that Easter and Christmas vacations should be national holidays are entirely secular. As a matter of fact, the days of religious significance to Christians during the period, 23rd December to 3rd January, which constitutes the Christmas holidays are few.

The system we suggest is in force in India and we have no reason to think that conditions in Ceylon are so different that it would be impracticable to apply it here.

(g) *Hours of Work.*

91. The authorized hours of business in public offices prior to 1912 were :

10 A.M. to 4.30 P.M. on ordinary days (6½ hours).
10 A.M. to 2.00 P.M. on Saturdays (4 hours).

The Salaries Committee of 1912 (Sessional Paper XXXV. of 1912) recommended the increase of office hours by half an hour on ordinary days and suggested the following hours:—

9 A.M. to 4 P.M. on ordinary days (7 hours)

9 A.M. to 1 P.M. on Saturdays (4 hours)

but this suggestion was not adopted.

The office hours remained the same as they were prior to 1912 until 1923, when, on the recommendation of the Retrenchment Commission of 1923, it was decided by Government that the hours should be increased by half an hour a day. The following office hours were accordingly brought into force:—

9.30 A.M. to 4.30 P.M. on ordinary days (7 hours).

9.30 A.M. to 2 P.M. on Saturdays (4½ hours).

Thus the increase in hours recommended by the Salaries Committee of 1912 came into force with an additional half hour on Saturdays.

On representations made to Government that the time available in the evenings was not sufficient for recreation, the question was reconsidered in 1929 and the following changes were made:

9 A.M. to 4 P.M. on ordinary days (7 hours).

9 A.M. to 1.30 P.M. on Saturdays (4½ hours).

The hours were however increased again by half an hour in 1932, as a measure of retrenchment, but in 1935 the concession of closing offices at 1 P.M. on Saturdays was allowed. The hours of business have thus been altered to the present hours of:

9 A.M. to 4.30 P.M. on ordinary days (7½ hours).

9 A.M. to 1 P.M. on Saturdays (4 hours).

It will be seen that the office hours which were 6½ in the past have been increased to 7½. We do not consider that there is sufficient justification for extending the office hours beyond those now in force.

(h) Recruitment to the Clerical Services.

92. The Wedderburn Committee which reported on Class III. of the General Clerical Service also considered the feasibility of recruiting candidates for the different clerical services through one examination. In support of the proposal they stated that if arrangement can be made to hold one entrance examination for all the services "it would save the candidates the expense of more than one entrance fee, and that one set of examiners would maintain a more consistent standard of marking and that there would be an economy in administration". They also thought that under the existing arrangement of holding several examinations some candidates sit several times unnecessarily, pending the announcement of results of earlier examinations. As against these benefits they saw two main objections to such an arrangement: first, that different conditions of service and salary scales were an obstacle to a common examination and second, that some departments stipulated for competency in certain specified subjects. For these reasons they did not favour the proposal to have a common examination for all clerical services.

We have given careful consideration to this question. As regards the difference in salary scales, it will be observed that we have assigned to the different clerical services practically the same scales, except for a slightly higher maximum for the General Clerical Service. If, therefore, the successful candidates are offered the choice of the various services in accordance with their position in the final list, we see no reason for the conditions of service in the different departments being an obstacle to selection from a common examination. As for competency in certain specified subjects which some departments require, we are of the opinion that the present day recruit, who has first to possess a

minimum educational qualification, should be able to fit himself into any of the clerical services with reasonable degree of efficiency. The competency in arithmetic and geography which the Customs Department and the Post Office, respectively, may require is not of such a standard as to require special examinations.

93. We do not understand the force of the argument that " a central scheme of recruitment would be difficult to work owing to the different systems of departmental promotion which are in existence ". The question of departmental promotion will arise only if the whole of the clerical services of the Government were unified. Once the recruitment is made by a single central examination, the candidates selected for the different services will remain as members of their respective closed services.

94. Recruitment through one examination has other commendable features about it in addition to what has already been stated by the Wedderburn Committee. When the candidate is offered the choice of various services, according to his rank in the final list, he would naturally choose the one that is best suited to his aptitude and temperament so long as the conditions and prospects of the different services are almost identical. This procedure will automatically increase the efficiency of the particular service. Moreover, the parents and educational institutions will know the number of candidates the Government will accept annually through the medium of a central examination more readily than under the existing system.

95. We are therefore of the opinion that, in future, recruitment to the different clerical services should be through a central competitive examination, the candidates being offered the choice of the various services according to their position in the final list.

CHAPTER IV.

CEYLONIZATION OF THE PUBLIC SERVICES.

96. The pace at which the services are being Ceylonized has a definite bearing on the general problem of expenditure on Personal Emoluments, and also on our inquiry into future salary standards.

97. A Committee was appointed in 1918 to report on the " further employment of Ceylonese in the Public Services of the Island. " Its report, issued as Sessional Paper I. of 1919, stated that the only bar to the employment of Ceylonese in large numbers in many of the posts which were then held by Europeans was merely the absence of Ceylonese possessing the necessary qualifications. Their principal recommendation was that provision should be made by way of Government scholarships and other means for training greater numbers of Ceylonese youths in Europe. A second Committee was appointed in January, 1921, to report what further steps could profitably be taken to give effect to the recommendations of the previous Committee. Its report was issued as Sessional Paper X. of 1922. When the report of this Committee was laid before the Legislative Council, in 1922, the percentage of Ceylonese in the higher grades of the Public Services was 39.7.

98. In May, 1928, the report of the Select Committee of the Finance Committee on the training of Ceylonese for higher posts in the technical departments was issued. This Committee expressed the opinion that the arrangements then existing for the recruitment of adequately trained Ceylonese for the Survey, Forest and Agricultural Departments were satisfactory. As regards appointments in the Public Works, Irrigation, Railway, Post and Telegraph and Electrical Departments, they recommended that early steps " should be taken to reorganize the Technical Schools with a view to providing adequate theoretical training for

candidates for the higher posts of these Departments". In case the establishment of proper facilities for local training was not immediately practicable, they recommended the grant of scholarships to enable young Ceylonese to qualify for appointment to the higher posts in the technical departments. The percentage of Ceylonese in the higher grades of the Public Services in 1929 was 60.7.

99. When the Interim Report of the Salaries and Cadres Commission, printed as Sessional Paper XII. of 1932, was placed before the Secretary of State, he stated in November, 1932, that the rates of salaries proposed for European entrants were wholly inadequate, but he added " I do not suggest reconsideration of the matter, since in existing circumstances I anticipate that the recruitment of European officers would be confined to the filling of a limited number of posts for which special experience or qualifications are required. In every such case the salary will require to be fixed with special reference to the responsibilities of the post and to the possibility of obtaining suitable candidates, and I should not in general approve of the engagement of a European officer until I was convinced that satisfactory provision had been made by the State Council for the salary and conditions of service of the post ".

The *obiter dictum* of the Secretary of State regarding Ceylonization contained in the above quotation may be regarded as an echo of what the Donoughmore Commissioners stated in their report in which they visualized " a time in the not distant future, when the Ceylonese will be found organizing, directing and staffing their own public services with the assistance of a comparatively small number of European officers."

In recommending the appointment of an independent Salaries Commission, they stated:

" The principles which we suggest should underlie the Commission's recommendations are these: first that the ideal to be aimed at is the ultimate staffing of the Ceylon services by Ceylonese; secondly that with this object in view there should be a progressive increase in the number of posts assigned to Ceylonese candidates and a corresponding decrease in the number of posts filled by the appointment of candidates from outside Ceylon"

100. In the course of correspondence between the Governor and the Board of Ministers on the subject of the Secretary of State's despatch, the Board stated as follows.—

" The Board does not however consider that it is desirable to fix rates of salary and conditions of service for future European and non-Ceylonese recruits or that it is necessary to fix upon a scheme of overseas allowances as they are of opinion that in existing circumstances the necessity for the recruitment of non-Ceylonese officers would not normally arise. There are at present in Ceylon sufficient numbers of suitable and qualified Ceylonese available for appointment, and further recruitment of non-Ceylonese is therefore unjustified except in special cases. It is only when suitable qualified Ceylonese are not available that the recruitment of non-Ceylonese would become necessary, and in such cases the Board considers that the recruitment where possible should be for a term of years only and on special terms to be fixed by the State Council to meet the circumstances and needs of each case."

101. On March 1, 1933, the State Council resolved, on the motion of the Board of Ministers.—

" That no new appointment (either a fresh appointment or a transfer from His Majesty's service abroad) of non-Ceylonese other than the appointment of the Governor or of the Judges of the Supreme Court or of the Officers of State shall be made to the Public Services hereafter except on terms and conditions to be determined in each case by resolution of this Council on the report of the Board of Ministers after consideration of the recommendations of the Executive Committee or the Officer of State in whose charge the Department in which the appointment is made, functions."

102. In March, 1934, the following private member's motion was carried by the State Council.—

“ This Council desires that in the appointment of men for the Public Service in all branches, including departments that employ daily-paid hands, preference should be given to Ceylonese in the selection of candidates and that outsiders should be sought only if men with the requisite qualifications are not available in the country.”

In his report on this motion the Chief Secretary stated.—

“ The principle embodied in this motion which may be described as the principle of rational Ceylonization is the accepted policy of Government, and is already being followed in the selection of men from outside for vacancies in staff and clerical posts in all branches of the Public Service. There are posts for which it is desirable in the public interest to recruit non-Ceylonese officers. Apart from such posts it is the policy and practice to give the preference to Ceylonese candidates when properly qualified Ceylonese are available.”

103. The percentage of Ceylonese in the higher grades of the Public Service, when this enunciation of policy was made, was 68.1. The progress made in Ceylonization since 1934 has been fairly rapid and in January, 1939, the percentage of Ceylonese in the higher grades of the Public Service was 78.0. Details regarding certain groups of officers and individual departments are given below.

CIVIL SERVICE.

104. The 1918 Committee suggested and Government adopted a policy which was intended to result in one-third of the posts in the Civil Service being held by Ceylonese. In January, 1922, there were 110 posts and 25 cadetships in the Service. Europeans held 80 posts and 15 cadetships, Ceylonese held 22 posts and 10 cadetships and others held 8 posts. The 1921 Committee observed that there were practical difficulties in the way of effecting an early adjustment in the numbers, arising from the fact that a course of suspending European recruitment altogether until the prescribed proportions were reached would result in one particular stratum of the Service being completely devoid of Europeans, and later on as the upper stratum became affected in this way there would be obvious difficulties. They accordingly suggested that until the prescribed proportion was reached at least half the cadets should be Ceylonese. Between 1922 and 1928, 17 Ceylonese cadets and 11 European cadets were appointed, and in December, 1928, Europeans held 76 posts and 4 cadetships, Ceylonese held 38 posts and 7 cadetships and others held 7 posts. Between 1928 and 1932, 4 European cadets and 8 Ceylonese cadets were appointed. No vacancies were offered for competition in 1932 and 1933, and on the results of the 1934 examination 9 Ceylonese were recruited. The State Council did not consider that any further recruitment of non-Ceylonese to the Civil Service was required, but the Secretary of State, considering that it was essential to preserve the European element in the Civil Service, appointed 2 European cadets in 1935, provision for their salaries being met by certification. Five further European cadets and 15 Ceylonese cadets were appointed up to 1938. The nine vacancies in the year 1938 were all filled by Ceylonese candidates and it would appear that Ceylonization is progressing rapidly in the Civil Service, without precluding of course, the possibility of the resumption of the recruitment of Europeans in small numbers in the future. The numbers of the different nationalities in the Service in January, 1939, were 55 Europeans, 71 Ceylonese and 5 others.

JUDICIAL AND LEGAL POSTS.

105. All legal and judicial posts not held by Civil Servants are now held by Ceylonese with the exception of one post of Chief Justice, one post of Legal Secretary and four posts of Puisne Justice (the remaining four posts of Puisne Justice being held by Ceylonese). The position has been practically the same since 1922 when the only posts held by non-Ceylonese were one post of Chief Justice, one

post of Attorney-General and two posts of Puisne Justice (the remaining two posts of Puisne Justice being held by Ceylonese). We are not aware of any reason why the present proportion of Ceylonese Puisne Justices should remain unaltered. We have not had an opportunity of discussing the matter with the permanent Chief Justice. We recommend an early examination of the question by Government in consultation with Sir Sidney Abrahams.

ENGINEERING POSTS.

106. The Committees of 1921 and 1928 recommended that the Technical Schools should be reorganized so as to enable Ceylon students to obtain locally the theoretical training necessary to qualify them, after a period of practical training and on passing the necessary examinations, for Associate Membership of the Institute of Civil or Electrical Engineers. The recommendations were not however carried out and for several years the only Ceylonese who have succeeded in securing appointments direct to the higher grades in the technical departments have been those who were able, either at their own expense or as Government scholars, to proceed abroad for the necessary training. A proposal is now under consideration for the recruitment and training of special apprentices in the Hydro-Electric and Oil Dock Schemes. The object of the proposal is to enable suitable young men to supplement their theoretical education in Civil or Electrical Engineering with practical experience of a general character, the course of training being so designed as to enable them, in due course, to become eligible for election as Associate Members of the Institute of Civil or Electrical Engineers. When the reorganization of the Technical Schools, which we have supported elsewhere, is effected, it will be possible for future aspirants to engineering posts in Government departments to obtain all their training in the Island itself.

Our observations as regards Ceylonization in this category are made under the departments which employ engineers.

PUBLIC WORKS DEPARTMENT.

107. In 1922 there were 57 Europeans and 36 Ceylonese holding engineering posts in the Public Works Department. The 1921 Committee's recommendation that the Technical Schools should be reorganized to provide the necessary facilities for training Ceylonese locally for appointment to higher posts was not accepted owing to its expense. Government adopted instead a scheme of granting engineering scholarships to enable Ceylonese to obtain training abroad for engineering posts. Some vacancies in engineering grades were filled by the promotion of Ceylonese Inspectors of the department as well as by recruitment of Ceylonese trained in Europe. Since 1927 no Europeans have been recruited to the permanent staff. In 1928 the Committee on the training of Ceylonese for higher posts in the technical departments reiterated the recommendation that the Technical Schools should be reorganized and suggested that meanwhile scholarships should continue to be awarded for training Ceylonese youths in engineering. In 1929 there were 58 non-Ceylonese and 59 Ceylonese in the engineering grades. In 1934 there were 32 non-Ceylonese and 35 Ceylonese in these grades. In the same year arrangements were made for recruiting young Ceylonese with a University degree in engineering to a grade of Junior Assistant Engineer with the object of enabling them to sit for the final section of the A.M.I.C.E. examination, and provide material for filling the higher grades in the department in due course. The number of non-Ceylonese in the higher grades of the department in January, 1939, was 23 and the number of Ceylonese 47. Under the existing orders of Government all these posts will be held by Ceylonese in course of time.

COLOMBO PORT COMMISSION.

108. In 1922 there were 47 Europeans, 6 Indians, and 1 Ceylonese holding higher posts in this department. The 1921 Committee had expressed the opinion that "the great bulk of the work of the Harbour Engineer's Department, whether

it be the construction and maintenance of sea works such as docks, wharves, sea walls, &c., or the maintenance and running of craft, is work which must be superintended by men who have had training and experience which they could not obtain in the Colony, and in view of the difficulty of obtaining even in England the sort of training that is required and the great expense to which a Ceylonese would be put in trying to obtain it, there is very little prospect of any appreciable number of Ceylonese being able to qualify for the posts we have considered". They thought however that a few of these posts could possibly be held by Ceylonese in the near future.

In 1929 the number of higher posts was 59 of which 5 were held by Ceylonese, 5 by Indians, and 49 by Europeans. In 1934 there were 51 officers holding higher posts of whom 9 were Ceylonese, 4 Indians, and 38 Europeans. With the object of providing facilities for Ceylonese youths to obtain training to enable them to fill navigational posts such as Pilots and Masters of Tugs, arrangements were made in 1934 with the Government of India for admitting one Ceylonese every alternate year for training in the Indian Mercantile Marine Training Ship, "Dufferin". Two cadets are now under training. After completion of this course a cadet must serve 6 years at sea before he can obtain the Board of Trade Certificate as "Master" by passing the necessary examination.

A scheme for the training of special apprentices is in force in the Harbour Engineer's Department. This is intended to enable aspirants to posts of Engineers of Harbour Tugs to obtain the necessary workshop experience and to enable them to obtain billets on foreign-going vessels. If they subsequently obtain the Board of Trade First Class Certificate they will be eligible for appointments in the department.

Schemes are also under consideration for training a Ceylonese as Foreman. Boilersmith and Ship-repairer, and for training Ceylonese as divers. The number of Ceylonese holding higher posts in the Colombo Port Commission in January, 1939, was 15, the number of Indians 3, and Europeans 41. A comparison of these figures with those of other departments shows that the progress of Ceylonization is rather slow in the Port Commission.

RAILWAY DEPARTMENT.

109. In 1922 the following posts were held by Europeans.—

Management	..	General Manager, Office Assistant.
Accountant's Department	..	Chief Accountant, Deputy Chief Accountant, 3 temporary Assistant Accountants.
Way and Works	..	10 Engineers, 8 Inspectors, and 24 Foremen Platelayers.
Locomotive Department	..	13 Engineers and 84 Inspectors, Sub-Managers, Foremen and Engine Drivers.
Traffic Department	..	Traffic Manager, Deputy Traffic Manager and 2 Assistants, 3 Inspectors and 12 Head Guards.
Stores Department	..	Railway Storekeeper and Assistant.
Railway Telegraph	..	Engineer, Assistant Engineer and Chief Telegraph Inspector.
Railway Construction	..	Chief Construction Engineer and Assistant.

Recommendations for the reorganization of the Railway Workshops were made in Sessional Paper XXXVIII. of 1928 and a Committee on the training of Ceylonese for higher posts in the Mechanical Branch of the Railway issued its report as Sessional Paper VI. of 1930. The main recommendations of this Committee consisted of the creation of posts of Works Probationers who would be suitable for appointment as Mechanical Engineer in due course, and the provision of opportunities for Ceylonese who had served as apprentices to rise to the post of Workshop Superintendent, and possibly to the post of Assistant Mechanical Engineer, Railway.

In 1929 there were 32 non-Ceylonese and 30 Ceylonese in the staff grades of the Railway. In 1934 there were 20 non-Ceylonese and 27 Ceylonese. Schemes are at present in force for the recruitment and training of Probationary Assistant Railway Storekeeper, Probationary Assistant Accountants, Probationary Assistant Mechanical Engineers, and Probationary Assistant Divisional Transportation

Superintendents. A scheme has also recently been introduced for the recruitment of Probationary Assistant District Engineers. In 1939 the number of higher posts held by non-Ceylonese was 12 against 21 held by Ceylonese, the distribution of Ceylonese and non-Ceylonese in the higher grades being as follows.—

Management	..	2 Europeans, 2 Ceylonese.
Accountant's Department	..	5 Ceylonese
Way and Works	..	4 Europeans, 1 Ceylonese.
District Engineers and Assistants	..	1 European, 1 Indian, 3 Ceylonese (2 vacant).
Mechanical Engineer's Department	..	3 Europeans, 1 Ceylonese (1 vacant).
Transportation Department	..	1 European, 7 Ceylonese.
Stores Department	..	2 Ceylonese.

The policy of training Ceylonese for filling the intermediate technical posts in the department, which were formerly held by Europeans, has been pursued since 1922 and the only posts in these grades now held by non-Ceylonese are :

Way and Works	..	4 posts of Inspector, 5 being held by Ceylonese ; 11 posts of Foremen Platelayer, 17 being held by Ceylonese.
Mechanical Engineer's Department	..	1 post of Boiler Inspector ; 4 posts of Foremen, 18 being held by Ceylonese.
Transportation Department	..	12 posts of Engine Driver (Covenanted) ; 3 posts of Inspector, Mechanically trained, 1 being held by a Ceylonese.

The policy of gradual Ceylonization appears to be proceeding as fast as practicable.

POST AND TELEGRAPH DEPARTMENT.

110. In 1922 there were 11 Europeans employed in the department, viz., Postmaster-General, Assistant Postmaster-General, Accountant, Superintending Engineer, 2 Executive Engineers, 1 Chief Telephone Inspector, 2 Foremen of Telephones, 1 officer in charge of the Wireless Station, and 1 Lady Supervisor, while 5 Ceylonese held staff appointments.

In 1929 there were 13 European officers, 1 Indian, and 15 Ceylonese in staff posts. In 1929 Government decided to award two special scholarships—one in 1929 and one in 1930—to students of the University College for the purpose of training them as Telegraph Engineers in the Post and Telegraph Department. Two further scholarships were awarded in 1932. In 1934 there were 6 Europeans, 1 Indian, and 18 Ceylonese (excluding 2 vacancies) and in 1939, 5 Europeans and 23 Ceylonese holding staff appointments. Only 2 European officers now hold engineering posts in the department against 10 Ceylonese. The other posts held by non-Ceylonese at present are : Postmaster-General, Assistant Postmaster-General, and Lady Supervisor of Telephones. All the students who were awarded scholarships are now holding posts in the department. A scheme for the training of Postal Probationers is now in force and two Probationers appointed in 1936 are under training. As the orders of Government stand at present no non-Ceylonese will be recruited to this department excepting for a special post under agreement, when a qualified Ceylonese is not available.

ELECTRICAL DEPARTMENT.

111. The Electrical Department became a separate department in 1928. There were then 6 Europeans and 9 Ceylonese holding staff posts. In 1929 the numbers were 13 Europeans and 14 Ceylonese and in 1934, 5 Europeans and 16 Ceylonese : In 1939, there were 2 Europeans and 23 Ceylonese holding staff appointments in the department.

A scheme for the training of apprentices in the Electrical Department is under consideration.

The present position appears to be the same as in the Public Works Department. In course of time the whole service will be Ceylonized. If suitable Ceylonese are not available for any special posts, non-Ceylonese will be engaged on agreement for a fixed period.

• IRRIGATION DEPARTMENT.

112. In 1922 the posts of Director, Assistant Director, 7 Divisional Engineers and 15 Irrigation Engineers were all held by Europeans, while 3 Ceylonese held posts as Assistant Irrigation Engineers. The 1921 Committee recommended that with the reorganization of the Technical Schools which they had proposed, the students successful in passing the A.M.I.C.E. examination should be given appointments as Assistant Engineers, and that future Divisional and Irrigation Engineers should be selected solely from the Assistant Engineer grade. As the proposal to reorganize the Technical Schools did not materialize, no further action was taken to promote Ceylonization till 1932 when a Sub-Committee of the Executive Committee of Agriculture and Lands recommended that candidates with the necessary scholastic and other qualifications should be admitted as articled pupils and be given opportunities to gain the professional experience necessary for their admission to the Institute of Civil Engineers. When they have obtained the diploma of Associate Membership of that Institute they could be appointed as Irrigation Engineers or Junior Irrigation Engineers until they have acquired the experience necessary for gradually replacing the existing Senior Engineering staff. Accordingly between November, 1932, and January, 1934, 9 Ceylonese youths were selected for a course of training in the department with a view to promoting them to the Irrigation Engineer grade, in the course of a few years. In 1938 a departmental training class for Irrigation learners was inaugurated and it is intended that the students who pass through this class will fill vacancies in the Irrigation Sub-Inspector grade, while the more promising students will be taken on as engineering pupils to be trained to fill future vacancies in the engineering grades of the department. Five of the 9 officers referred to above are now in the engineering grade. There are at present 15 Europeans, 13 Ceylonese and 9 Indians in the department while 10 posts are vacant.* The policy that is being followed is one of gradual Ceylonization as suitable Ceylonese become available. No post is filled by a non-Ceylonese if a suitable Ceylonese is available, and non-Ceylonese are only appointed on agreement for a fixed term of years as far as practicable.

SURVEY DEPARTMENT.

113. The staff for the higher grades was obtained by recruitment from abroad to the grade of Assistant Superintendent of Surveys until 1921, when a system of local recruitment of Ceylonese graduates was adopted. After a course of training at Diyatalawa, recruits were sent to Cambridge for a post-graduate course. This system has been continued to the present time. Recruitment from abroad was also continued until 1928, after which year only Ceylonese have been taken into the department.

The proportion of Europeans to Ceylonese in the department in 1922 was 49 Europeans to 8 Ceylonese. The proportion in 1939 was 10 Europeans to 33 Ceylonese. Under the present policy only Ceylonese will be recruited into this service in future.

AGRICULTURAL DEPARTMENT.

114. In 1922, 17 posts in the department were held by Europeans and 1 by a Ceylonese. The 1928 Committee recommended the grant of post-graduate scholarships to enable Ceylonese to be trained for higher posts in the department. In 1934, there were 10 Europeans and 7 Ceylonese in the department and in July, 1939, the number of Europeans and Ceylonese holding staff appointments was 11 and 14, respectively. All the European officers now in the department were appointed before 1927.

* The State Council has recently resolved to recruit further five non-Ceylonese to the grade of Assistant Irrigation Engineer,

Excepting for one or two special posts, for which suitable officers are not available locally, there is no likelihood of any further recruitment from outside Ceylon.

FOREST DEPARTMENT.

115. In 1922 there were in the department 10 officers from abroad and 2 Ceylonese officers. In 1929 there were 10 Europeans and 8 Ceylonese. In July, 1939, there were 5 Europeans and 9 Ceylonese. No Europeans have been recruited since 1929 with the exception of the Conservator of Forests recently appointed from the Colonial Forest Service. The policy of future recruitment is the same as in the case of the Agricultural Department.

POLICE DEPARTMENT.

116. *Officer Cadre.*—The 1929 Committee stated that, although the new appointments to the grade of Assistant Superintendent of Police were being made in consonance with the Government policy that the proportion of Europeans to Ceylonese holding staff posts should be half and half, they were not satisfied with the then existing method of selecting Ceylonese Assistant Superintendents from the ranks of Inspectors, as it would lead, in practice, to a tendency for the lower half of the body of Assistant Superintendents to be Ceylonese and the other half European. If this should be the result, one of the main objects of the whole policy of extended employment of Ceylonese, viz., the gradual induction of the people of the country towards the complete management of the business of Government would be sacrificed. They, therefore, recommended the direct recruitment of a class of Ceylonese Probationers with qualifications comparable to those of the European Probationers. The Inspector-General of Police, however, was strongly against this proposal, being of the opinion that the then existing method of selection produced a satisfactory and efficient type of Ceylonese Assistant Superintendent and reacted beneficially on the Inspectorate. The Committee further recommended that the promotion of deserving Inspectors should also be continued.

In 1922 there were 30 Europeans and 6 Ceylonese in the department. Promotions from the ranks of Inspectors were continued till 1928 when the first Ceylonese Probationers were appointed. The number of Europeans was 24 as against 13 Ceylonese in 1929. Three more Europeans were recruited between 1929 and 1934, and in 1934 the numbers were: Europeans 18 and Ceylonese 16.

In 1934 His Excellency Sir R. E. Stubbs placed the following proposals before the Executive Committee of Home Affairs.—

“ That in future recruitment to the officer cadre should be, out of every four vacancies, one European Probationer, two Ceylonese Probationers and one promoted Inspector, the order being Ceylonese Probationer, European Probationer, Ceylonese Probationer and promoted Inspector: this order to continue until the position is reached when, exclusive of promoted Inspectors, the remainder of the officer cadre is divided among the European and Ceylonese in the proportion of 1 to 2.”

It was urged in support of these proposals that they would accelerate Ceylonization, and at the same time ensure that European and Ceylonese officers would enter the service together and learn to work together thus obviating for the future the disadvantage of blocks of officers of approximately the same seniority, who are either all Europeans, or all Ceylonese.

The proposals were adopted by the Executive Committee, it being understood that when the position referred to above was reached, the proportion of European recruitment would be reconsidered. Two European Probationers were recruited in 1935, one in 1937 and one in 1938. There are now 18 Europeans and 25 Ceylonese in the higher grades of the department. A further Ceylonese Probationer is to be appointed shortly.

117. *Port Police.*—Prior to 1932 the Port Police consisted entirely of European officers, and was known as the European Police Force. The Executive Committee of Home Affairs decided in 1932 to constitute a special "mixed force" called the Port Police, retaining the best element of the then European Force, and enrolling suitable Ceylonese carefully selected.

Opinions differed, and they still differ, as to the extent and rate of replacement of the European officers by Ceylonese. In November, 1934, the question was set at rest for a time when the Governor ruled as follows.—

"It is considered that for the present, the efficiency of the Port Police cannot be maintained unless the number of European Inspectors is maintained at 27."

With the restoration of the pre-depression level of the strength of the special force for the Port, the Port Police Force comprised 27 Europeans and 6 Ceylonese.

We understand that after the 1934 ruling of the Governor there was an arrangement between the Ministry of Home Affairs and the Police Department for a three years' trial period to study the result of the mixed composition. We were further informed that three vacancies in the strength of 27 Europeans, which came up for consideration by the Executive Committee of Home Affairs recently, were to be filled by European Sub-Inspectors subject to the whole composition of the Port Police being reconsidered in 12 months' time. We are of the opinion that the present strength of European officers in the Port Police is excessive. While accepting the proposition that in the handling of unruly passengers under the influence of liquor, or in obtaining information from ships' officers and others regarding doubtful persons who should not be allowed to land, the European Sub-Inspector has an initial advantage over his Ceylonese brother officer, we do not agree that Ceylonese officers carefully selected and properly trained cannot perform even such duties quite satisfactorily. We understand that there may be objection to the examination by Ceylonese officers of passports of passengers on ships entering Colombo Harbour. An obvious comment in reply is that if Ceylonese Customs officers can examine these visitors' baggage and personal belongings without giving cause for complaint, there is no special reason why Ceylonese Police officers could not be trained to examine their passports. A part of the Talaimannar duty has been performed by Ceylonese Sub-Inspectors since 1934.

Apart from these considerations, we observe that certain European Sub-Inspectors attached to the Port Police Station are now performing duties which can be attended to by competent Ceylonese officers. The removal of these duties from European Sub-Inspectors should enable essential services to be covered by a reduced number of European Sub-Inspectors. We consider that further Ceylonization of the Port Police is practicable, but the process should be gradual and on a fixed plan.

MEDICAL DEPARTMENT.

118. In 1922 the following staff posts in the department (including the Medical College) were held by officers recruited outside the Colony.—

Principal Civil Medical Officer,
 Assistant Principal Civil Medical Officer,
 Medical Superintendent, General Hospital,
 Medical Superintendent, Lunatic Asylum,
 Director, Bacteriological Institute,
 Bacteriologist,
 Accountant,
 Superintendent and Chief Storekeeper, Civil Medical Stores,
 Sanitary Commissioner,
 Malariologist,
 Registrar, Medical College,
 Medical Officer, Lady Havelock and Lady Ridgeway Hospitals.

The only posts now held by European officers are: Director, Bacteriological Institute, Medical Entomologist, Sanitary Engineer, Professor of Anatomy, Medical College, and Superintendent and Chief Storekeeper, Civil Medical Stores. There are in addition a few Indian Officers appointed prior to 1931. The State Council has recently approved the recruitment of a European for the post of Professor of Physiology and Registrar, Medical College. There will be no recruitment from outside if qualified Ceylonese are available.

There are at present 8 Overseas Matrons and 15 Sisters in the department recruited through the Overseas Nursing Association. 6 Sisters were recruited last year on a four year agreement. With the opening of the new Training Home for nurses it is hoped to train 10 Sisters a year selected from among the more suitable candidates for training as nurses, and vacancies as they arise will be filled by locally trained Sisters.

The posts of Religious Nursing Mothers and Sisters, of whom there are at present 134, are filled by Europeans. The Pereira Commission recommended that, as they cost the country considerably less than the Sisters recruited through the Overseas Nursing Association, their numbers should be increased and the numbers of the Overseas Nursing Association staff correspondingly reduced. When the Training Home for Nurses is in full working order, it is expected that the Religious Nursing staff too will be gradually replaced by Ceylonese nurses.

MISCELLANEOUS DEPARTMENTS.

119. The following posts in departments not dealt with above are at present filled by non-Ceylonese.—

Temporary Additional Assistant Archivist,
 Government Valuer,
 Government Storekeeper,
 Assistant Government Storekeeper,
 Government Printer.
 Superintendent, Composing Machinery, Government Press.
 One Assistant Commissioner, Income Tax,
 One Assistant Assessor, Income Tax,
 Government Analyst,
 Government Mineralogist (Temporary),
 Marine Biologist,
 Director of Education,
 Deputy Director of Education,
 One Assistant Director of Education,
 One Inspectress of Girls' Schools,
 Vice-Principal, Training College,
 Principal, Technical College,
 Lecturer, Technical College,
 Principal, University College,
 Three Professors, University College,
 Six Lecturers, University College,
 Archæological Commissioner,
 Assistants in Systematic Entomology and Ethnology, Colombo
 Museum.

In respect of all these posts there is no requirement of recruitment from outside if qualified candidates are available locally.

120. In view of what we have indicated in the preceding paragraphs, in our inquiry into future salary standards we propose to consider the future Public Service of Ceylon as being composed almost entirely of Ceylonese. Our recommendations in the Chapters that follow relate, therefore, only to Ceylonese officers. In regard to non-Ceylonese officers recruited on agreement for specific periods the salary should be specially fixed at the time of recruitment. In the case of any

future recruitment of non-Ceylonese to the Supreme Court Bench, the Civil Service and the Police Department the salaries we recommend for Ceylonese officers should be regarded as "basic salaries" and in addition there should be a pensionable overseas allowance. Such an allowance would vary with seniority or rank. The specially fixed salary in the case of "agreement officers" and the basic salary plus overseas allowance in the case of others should be the total emoluments of such officers. There should be no payment to them on account of rent allowance. As soon as the salaries recommended by us for Ceylonese officers have been accepted by Government, the Secretary of State should be addressed with a view to fixing the pensionable overseas allowance.

121. There is one very important consideration which should be noted in connection with the almost complete Ceylonization of the higher Services in the future. In the past and at present, owing to the association with European colleagues on equal and friendly terms, Ceylonese officers have naturally been drawn towards Western conceptions of comfort and convenience. Except perhaps in Colombo, Ceylonese officers have often no option but to adopt this official standard of living. When the Services are completely Ceylonized this difficulty will not be so real as at present.

CHAPTER V.

OFFICERS OF STATE.

122. As stated in paragraph 42 of Sessional Paper VIII. of 1934 the salaries of these posts are prescribed by Article 91 of the Ceylon (State Council) Order-in-Council. We agree with the recommendation in that paragraph, that the next amendment of the Constitution would be a more appropriate occasion for the revision of the salaries now attaching to these posts.

CHAPTER VI.

ACCOUNTANTS AND AUDIT OFFICERS.

123. Prior to 1922 several posts of Accountant and Audit Officer carrying different scales of salary existed in a number of departments. In the 1922 revision of salaries these posts were classified into four groups and each group was assigned the following scales of salary.—

Class I.	..	..	..	£840—1,120
				<u>7 of 40</u>
				£680—920
Class II.	..	..	..	<u>6 of 40</u>
				£540—720
Class III.	..	..	..	<u>2 of 30, 3 of 40</u>
				£420—570
Class IV.	..	..	..	<u>5 of 30</u>

(*vide*—paragraphs 64 to 66 of Sessional Paper XIX. of 1922).

124. In 1926 a grade of Probationary Assistant Accountant was created in the Railway on the salary scale £300—5 of 20—400.

125. The 1926 Salaries Committee proposed no important change in the above scheme except the introduction of a probationary segment to the salary scale of Class IV. Details of their recommendation are contained in paragraph 37 of Sessional Paper I. of 1930. The recommendations of the 1926 Committee were not adopted owing to financial stringency at the time.

126. In 1932 the salary scale of Class IV. was reduced and at the same time, on the analogy of the recommendation contained in paragraph 37 of Sessional Paper I. of 1930, a lower segment was introduced into the scale. The reduced salary scale with the lower segment was.—

Rs. 4,000—6 of 300—5,800
E. B.
Rs. 6,000—5 of 400—8,000

A new salary scale of Rs. 3,000—200—4,000 was also approved in September, 1932, for Probationary Assistant Accountants of the Railway.

127. The Salaries and Cadres Commission of 1932 in paragraph 22 of Sessional Paper XII. of 1932 stated.—

“ We consider that in view of the fact that we have fixed the salary of Class III. of the Ceylon Civil Service at Rs. 4,500—6,600 no members of the Clerical Service should rise beyond the salary fixed for Class IV. of the Accountants’ Scheme unless he passes the final examination of either the Institute of Chartered Accountants or the Incorporated Society of Accountants and Auditors.

“ We intend that the Probationer Class should take the place of the present Junior Grade of Class IV. Accountants and that the new Class IV. should correspond to the existing Senior Grade of Class IV.”

and assigned the following scales of salary to Accountants and Audit Officers.—

		Rs.		
Probationers	3,200—4,450
				5 of 250
				4,500—6,000
Class IV.	5 of 300
				5,500—7,500
Class III.	5 of 400
				7,200—9,600
Class II.	6 of 400
				9,000—12,000
Class I.	6 of 500

128. The Select Committee on Salaries and Cadres appointed to consider the reports of the Salaries and Cadres Commission for the reasons stated in the following paragraph (paragraph 45 of Sessional Paper VIII. of 1931) modified somewhat the recommendations of the Salaries and Cadres Commission.—

“ We consider the scales recommended by the Commissioners adequate, but the adoption of the whole of their proposals presents certain difficulties which are described in the succeeding paragraphs.

“ The Commissioners were apparently unaware of the existence of the Railway Probationary Accountants’ scale Rs. 3,000—200—4,000, which was recently created, for on page 59 of their Interim Report they place Railway Probationary Accountants on the higher scale Rs. 3,200—250—4,450 (that is, the scale for the new Probationers’ class). It is therefore necessary to fix a still lower scale for Railway Probationary Accountants.

“ It is not clear from the report whether the Commissioners intend that a Probationer (not a Railway Probationer) should move up automatically into Class IV. on passing an efficiency bar, or whether a fresh appointment should be required.

“ The adoption of the proposal that no member of the General Clerical Service should rise beyond the salary fixed for Class IV. of the Accountants’ Scheme unless he passes the final examination of either the Institute of

Chartered Accountants or the Incorporated Society of Accountants and Auditors would, it is feared, be unjust to the individual and detrimental to the efficiency of the Accountants' service. Possibly the Commissioners did not appreciate the fact that the examinations of the Chartered Institute and the Incorporated Society are open only to those who have served under Articles to a member of one of those bodies for five years (three years for graduates of a University). It would clearly be quite impossible for a member of the General Clerical Service, who would on being appointed to a post in the Accountants' scheme probably be some 40 or 45 years of age, to spend five years abroad without pay in order to study under Articles for a professional examination. Again, the adoption of the Commissioners' proposal would be likely to have the consequence that Chartered or Incorporated Accountants would occasionally have to be promoted over the heads of much more efficient clerk accountants. Promotion in the Accountants' Scheme has to be regulated by the necessity, which exists in many departments, of employing officers with long departmental training and experience as well as general proficiency in accountancy. This is particularly so in departments like the Railway, the Post Office and the Audit Office, and to a certain extent it is so in the Treasury."

The modified scheme is contained in the following extract quoted from Sessional Paper VIII. of 1934.—

46. "We therefore propose the following modifications of the scheme proposed by the Commissioners: it will be seen that the essential features of the Commissioners' scheme are preserved.—

(i.) Salary scales.—

		Rs.
Class I.	.. ..	9,000—6 of 500—12,000
Class II.	.. ..	7,200—6 of 400— 9,600
Class III.	.. ..	5,500—5 of 400— 7,500
Class IV.	.. ..	3,200—4 of 250— 4,200
		E. B.
		4,500—5 of 300— 6,000
Probationers (Railway)	.. ..	2,592—5 of 144— 3,312

- (ii.) Chartered Accountants should be appointed direct to the upper segment of the Class IV. scale.
- (iii.) The efficiency bar in the Class IV. scale should take the form of a certificate from the Head of the Department that the officer is in all respects fit for promotion beyond the efficiency bar, and the Financial Secretary's approval of the officer's promotion to the upper segment.
- (iv.) The passing of an examination should not be made a condition of promotion beyond either the efficiency bar in Class IV. or from class to class.
- (v.) The existing allocation of posts should be retained, save that the post of Assistant Auditor-General should be removed from the scheme altogether. It should also be understood that whenever a post falls vacant the question whether it can be regraded in a lower class will be considered. It will be seen from the table which appears earlier in this section that the present allocation is slightly less favourable to Accountants than that recommended by the Commissioners, who have not taken into consideration two or three recent regradings of posts in lower classes.

The scale proposed for Railway Probationary Accountants is that assigned to other Probationers of similar status in that department (*e.g.*, Works Probationers of the Mechanical Engineer's Department and Probationary Assistant Divisional Transportation Superintendents).

We have explained our reasons for removing the post of Assistant Auditor-General from the Accountants' Scheme in our chapter regarding the Audit Department."

129. Apart from a reduction of the salaries assigned to the various classes and a minor modification in the existing allocation of posts, we propose no change in the scheme contained in Sessional Paper VIII. of 1934. The salaries we propose are.—

Class I.	..	..	..	Rs. 8,040—6 of 360—10,200
Class II.	..	..	..	Rs. 6,240—9 of 240— 8,400
Class III.	..	..	..	Rs. 5,160—6 of 240— 6,600
Class IV.	..	..	..	Rs. 3,120—5 of 180— 4,020
				E.B.
				Rs. 4,200—7 of 180— 5,460
Probationer (Railway)	..	..	..	Rs. 2,400—5 of 120— 3,000

The salaries we have assigned are appropriate relative to those we have assigned to other grades of comparable status.

130. In paragraph 46 (v.) of Sessional Paper VIII. of 1934 quoted in paragraph 128 above, reference was made to an existing allocation of posts. Between 1934 and now this allocation has undergone several changes. We reproduce below the existing allocation of posts which reflects these changes.—

Class I.

Financial Assistant and Accountant, General Treasury.
Chief Accountant, Ceylon Government Railway.

Class II.

Chief Accountant, Electrical Department.
Deputy Chief Accountant, Ceylon Government Railway.
Financial Assistant, Accountant and Stores Supervisor, Public Works Department.
Accountant, Medical Department.
Accountant, Post and Telegraph Department.

Class III.

Chief Assistant Accountant, Electrical Department.
Assistant Auditor for Railway.
Principal Assistant Accountant, General Treasury.
Chief Assistant Accountant, Ceylon Government Railway.
Assistant Accountant (System), General Treasury.
Assistant Accountant (Supplies), General Treasury.
Accountant, Colombo Port Commission.
Accountant, Education Department.
First Assistant Accountant, Post and Telegraph Department.

Class IV.

Chief Audit Examiners (5).
Assistant Accountants, Electrical Department (2).
Accountant, Public Trustee Department.
Assistant Accountant, Public Trustee Department.
Office Assistant and Accountant, Forest Department.
Assistant Accountants, Treasury (2).
Assistant Accountants, Public Works Department (2).
Assistant Accountants, Railway (3).
Assistant Accountants, Post and Telegraph Department (2).
Assistant Accountant, Colombo Port Commission.
Assistant Accountants, Education Department (2).

Class IV—contd.

Accountant, Local Government Department.
 Assistant Accountant, Medical Department.
 Accountant, H. M. Customs.
 Secretary and Accountant, Widows' and Orphans' Pension Fund Office.
 Accountant, Irrigation Department.

131. Of the posts listed above we have, in Part I. of our Report, recommended the suppression of the following posts.—

Class III.—

Chief Assistant Accountant, Ceylon Government Railway (paragraph 1356).

Class IV.—

Accountant, H. M. Customs (paragraph 404).
 Assistant Accountant, Colombo Port Commission (paragraph 1124).
 1 post of Assistant Accountant, Ceylon Government Railway (paragraph 1356).

The recommendations in paragraphs 128 and 684 of Part I. of our Report, (a) that one of the posts of Chief Audit Examiner, and (b) the post of Accountant, Survey Department, should be suppressed have already been given effect to.

132. We propose no change in the existing allocation as modified by the recommendations referred to in the previous paragraph except that we consider that one of the posts of Chief Audit Examiner should be graded in *Class III.* of the Scheme. Our reason for this recommendation is that owing to the reduction of the number of Chief Audit Examiners as a result of the recommendation contained in paragraph 128 of Part I. of our Report, and the considerable increase in work arising from the audit of Local Authorities, the Chief Audit Examiner in charge of the audit of Local Authorities has to carry greater responsibility than is usually assigned to officers in *Class IV.* of the Scheme.

CHAPTER VII.

SHROFFS AND ASSISTANT SHROFFS.

133. The Select Committee on Salaries and Cadres for the reasons stated in paragraph 50 of Sessional Paper VIII. of 1934 proposed no reduction in the salary scales of Shroffs and Assistant Shroffs. Since then, the salary scale Rs. 390—30—660 has replaced the scales Rs. 390—30—510, Rs. 450—30—570, Rs. 510—30—630 and Rs. 540—30—660, with effect from October 1, 1936.

134. The scales now in force for Shroffs and Assistant Shroffs are.—

		Rs.	
<i>Special Class—</i>			
1	Currency Department, Treasury ..	6,000	
1	Railway Department ..	4,080	
<i>Class I.—</i>			
3	{ Customs Department	3,300	
	{ Colombo Kachcheri		
	{ Jaffna Kachcheri		
<i>Class II.—</i>			
24	{ Kachcheries	17	1,080—3,000
	{ Treasury Offices	3	
	{ Fiscal's Office, Colombo	1	
	{ Prisons Department	1	
	{ Colombo Port Commission	1	
	{ Public Trustee	1	
			8 of 75 & 11 of 120 (Efficiency Bar before Rs. 1,800)
			1,320—2,760
	<i>Shroff, Department of Government Electrical Undertakings</i>		12 of 120

	Rs.
<i>Assistant Shroffs.—</i>	
1 Deputy Shroff, Currency Department, Treasury ..	} 2,100—120—2,700
1 Chief Assistant Shroff, Railway ..	
1 Assistant Shroff, Customs ..	} 1,500— 60—2,100
17 Assistant Shroffs, Railway ..	
3 Assistant Shroffs, Department of Government Electrical Undertakings ..	720—120—1,680
6 Assistant Shroffs, Currency Department, Treasury ..	} 900— 60—1,380
3 Assistant Shroffs, Customs ..	
1 Assistant Shroff, Colombo Port Commission ..	} 630— 30— 840
20 Assistant Shroffs, Currency Department, Treasury ..	
11 Assistant Shroffs, Customs ..	} 660— 30— 780
1 Assistant Shroff, Colombo Kachcheri ..	
1 Assistant Shroff, Jaffna Kachcheri ..	660— 30— 750
37 Assistant Shroffs in various Kachcheries; Fiscal's Office, Colombo; Currency Department, Treas- ury; Prisons Department; Colombo Port Com- mission, and Post Office ..	390— 30— 660

135. If the remuneration of Shroffs remained unimpaired at every revision of salary, the relative position of this service to all other services would be seriously disturbed. For this reason, and for the reason that we consider it necessary that the salaries of nearly every grade of Public Officer should be lowered, we have proposed certain reductions in salaries of Shroffs. The scales we propose are:

	Rs.
<i>Special Class.—</i>	
1 Currency Department, Treasury ..	5,400
1 Railway Department ..	3,600
<i>Class I.—</i>	
1 Customs ..	} 3,000
1 Colombo Kachcheri ..	
1 Jaffna Kachcheri ..	
<i>Class II.—</i>	
(Officers in Class II. and the Shroff of the Department of Government Electrical Undertakings) ..	912—2,700
	9 of 60 & 13 of 96 (Efficiency Bar before Rs. 1,548).

We intend that the scale Rs. 912—2,700 should be the provident fund scale of the Shroff of the Electrical Department.

136. For Assistant Shroffs a number of scales exist at present. We consider that the number of scales should be reduced to the minimum possible in view of the fact that we are proposing the employment of a large number in groups 3 and 4 than at present. We propose that the salaries of the lowest grades should be slightly improved.

The scales of salary we propose are—

<i>Group I.</i>	
Deputy Shroff, Currency Department, Treasury ..	} Rs. 1,500—2,400
Chief Assistant Shroff, Railway ..	
	10 of 90
<i>Group II.</i>	
1 Chief Assistant Shroff, Customs ..	} Rs. 1,200—1,800
1 of the Assistant Shroffs, Railway ..	
	10 of 60
<i>Group III.</i>	
6 Assistant Shroffs, Currency Department, Treasury ..	} Rs. 840—1,470
2 Assistant Shroffs, Railway ..	
1 Assistant Shroff, Electrical Department ..	
1 Assistant Shroff, Customs ..	
	15 of 42

Group IV.

12 Assistant Shroffs, Currency Department, Treasury ..	}	Rs. 600—30—900
4 Assistant Shroffs, Railway ..		
5 Assistant Shroffs, Customs ..		
1 Assistant Shroff, Colombo Kachcheri ..		
1 Assistant Shroff, Jaffna Kachcheri ..		
1 Assistant Shroff, Colombo Port Commission ..		

Group V.

All other Assistant Shroffs in Service	Rs. 420—30—720
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CHAPTER VIII.

COUNTERS.

137. Up to October 1, 1936, Counters were on the same salary scale as peons. From October 1, 1936, the following scales were assigned to these employees.—

Non-New Entrants.	Scales in force prior to October 1, 1936.		Scales introduced from October 1, 1936.	
	Rs.		Rs.	
Colombo City ..	}	300—6—444	..	300—12—504
Central Province ..				
Province of Uva ..				
Western Province excluding Colombo City ..	}	264—6—408	..	264—12—468
Southern Province ..				
North-Western Province ..				
North-Central Province ..				
Province of Sabaragamuwa ..				
Northern Province ..	}	240—6—384	..	240—12—444
Eastern Province ..				
<i>New Entrants.</i>				
Colombo City ..	}	300—6—420	..	300—12—480
Western Province excluding Colombo City ..				
Central Province ..	}	264—6—408	..	264—12—468
Southern Province ..				
North-Western Province ..				
North-Central Province ..				
Province of Sabaragamuwa ..				
Province of Uva ..	}	240—6—384	..	240—12—444
Northern Province ..				
Eastern Province ..				

With effect from October 1, 1938, minor employees in the Northern and Eastern Provinces were placed on the same salary scales as minor employees in other Provinces (excluding Colombo City). With this change the salary scales of Counters became—

<i>Non-New Entrants.</i>		Rs.	
Colombo City ..	}	300—12—504	..
Central Province ..			
Province of Uva ..			
Western Province (excluding Colombo City) and all other			
Provinces ..			
<i>New Entrants.</i>			
Colombo City ..	}	300—12—480	..
Western Province (excluding Colombo City) and all other			
Provinces ..	}	264—12—468	..
..			

We propose no change in these salaries.

CHAPTER IX.

LABORATORY ASSISTANTS.

138. The Pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of all Laboratory Assistants appear on pages 158 and 159 of Sessional Paper VIII. of 1934. The scales reproduced below are those common to a number of departments.

	Pre-Sessional Paper VIII. of 1934.		Sessional Paper VIII. of 1934.
	Rs.		Rs.
Grade I.	1,200—120—2,400	..	1,200—120—2,400
Grade II.	840—120—2,040	..	720—108—1,800
Grade III.	600— 60—1,200	..	480— 60—960

139. We propose for Laboratory Assistants the following scales of salary.—

		Rs.
Grade I.	..	960—2,340
		23 of 60 (E. B. before 1,740)
Grade II.	..	600—1,680
		30 of 36 (E. BB. before 960 and 1,356)
Grade III.	..	480—960
		16 of 30 (E. B. before 780)

140. These salaries occupy in our scheme an appropriate position relative to the salaries we have assigned to other middle grades of the Public Service.

141. No Laboratory Assistant in Grade III. should be promoted to Grade II., until he has at least attained a salary of Rs. 600, and no Laboratory Assistant, Grade II., should be promoted to Grade I. until he has passed the Efficiency Bar before Rs. 960.

142. We have dealt with the post of Demonstrator, Royal College, in the chapter on the Education Department.

CHAPTER X.

LABORATORY ATTENDANTS.

143. Laboratory Attendants are at present on the following scales of pay.—

	Pre-Sessional Paper VIII. of 1934.		Sessional Paper VIII. of 1934.
Grade I.	Rs. 444—540	..	Rs. 420—516
	4 of 18, 1 of 24	..	8 of 12
Grade II.	Rs. 300—444	..	Rs. 300—420
	24 of 6	..	20 of 6

144. We propose no change in the Grade II., scale: to Grade I., we assign the salary scale Rs. 360—12—480.

CHAPTER XI.

LABORATORY CLEANERS AND LABOURERS.

145. Laboratory Cleaners and Labourers are employed in the Government Analyst's Department, the Medical College, University College, and Mandapam Quarantine Camp. The man employed at Mandapam is paid at Rs. 240 per annum and the others on the scale of Rs. 240—6—300. We propose no change in these salaries.

CHAPTER XII.

STENOGRAPHERS.

146. Stenographers are at present employed in the State Council, Supreme Court and certain other Courts, and in a number of Government offices. Their salary scales are.—

	Pre-Sessional Paper VIII. of 1934 Scale. Rs.	Sessional Paper VIII. of 1934 Scale. Rs.
Chief Stenographer, State Council.	4,500—5,500 ..	4,500—5,500
	5 of 200	5 of 200
Stenographers, State Council.	2,400—3,000 ..	2,232—3,000
	5 of 120	8 of 96
Chief Stenographer, Supreme Court.	— ..	3,300—4,800*
		10 of 150
Higher Grade Stenographers of the Supreme Court and District Court, Colombo.	— ..	2,232—3,000
		8 of 96
All other Stenographers.	1,140—1,560 ..	936—1,908
	7 of 60 E.B.	15 of 60, 1 of 72 (E.B. before Rs. 1,476)
	1,600—2,200	
	6 of 100	

147. We consider that Stenographers should in future be paid on the following scales of pay.—

Chief Stenographer, State Council.	Rs. 2,520—10 of 108—3,600
Chief Stenographer, Supreme Court.	Rs. 2,460—6 of 90—3,000
Stenographers of the State Council; Higher Grade Steno- graphers of the Supreme Court and District Court, Colombo.	Rs. 1,200—20 of 60—2,400
All other Stenographers.	Rs. 600—12 of 30, 20 of 36—1,680 (E.B. before Rs. 1,140)

148. In recommending the above salaries we have disturbed somewhat the existing position relative to the Clerical Service scales, but we consider these salaries adequate for the work the Stenographers are called upon to perform. In making these recommendations we have not lost sight of the fact that there is a general complaint that even on existing salaries good Stenographers are not easily available. In our view this is due to the absence of a satisfactory scheme for selecting and training Stenographers. We recommend that in anticipation of vacancies, and on the results of the Clerical Services Examination, a few suitable candidates should be given the option of being trained by Government for work as Stenographers.

* Salary assigned to a non-new-entrant officer in October, 1937.

CHAPTER XIII.

BINDERS.

149. Binders are at present on two scales of pay.—

	Pre-Sessional Paper VIII. of 1934 Scale.	Sessional Paper VIII. of 1934 Scale.
	Rs.	Rs.
Binders	420—15—600	360—12—480
Senior Binders	615—15—780	480—15—660

150. To Senior Binders we assign the salary scale Rs. 492—12—660: we propose no change in the Sessional Paper VIII. of 1934 scale for Binders.

151. The grade of Senior Binder exists only in a very limited number of departments; the work and responsibility of Senior Binders do not materially differ from those of other Binders. There does not appear, therefore, to be a strong case for the retention of a separate grade on a higher scale of pay. We do not wish, however, to deprive a few Binders of the opportunity of improving their position; we have not therefore proposed the abolition of this grade. We recommend, however, that the number of senior posts should be strictly limited and confined to the departments in which the posts now exist.

CHAPTER XIV.

**ARACHCHIES, PEONS, PROCESS SERVERS AND OTHER
MINOR EMPLOYEES OF SIMILAR STATUS.**

152. The pre-Sessional Paper VIII. of 1934 scales of peons are.—

	Rs.
<i>Group I.</i>	
Colombo City	} 300—6—444
Central Province.. .. .	
Province of Uva	
<i>Group II.</i>	
Western Province (excluding Colombo City)	} 264—6—408
Southern Province	
North-Western Province	
North-Central Province	
Province of Sabaragamuwa	
<i>Group III.</i>	
Northern Province	} 240—6—384
Eastern Province	

153. The Salaries and Cadres Commission of 1932 recommended the revision of the territorial grouping and the scales of pay as follows.—

	Rs.
<i>Group I.</i>	
Colombo City	300—6—420
<i>Group II.</i>	
Western Province (except Colombo City)	} 264—6—408
Southern Province	
North-Western Province	
Central Province.. .. .	
North-Central Province	
Province of Uva	
Province of Sabaragamuwa	
<i>Group III.</i>	
Northern Province	} 240—6—384
Eastern Province	

The Select Committee which considered the report of this Commission recommended the adoption of the Commission's proposals. Consequently the territorial grouping and salary scales proposed by the Commission came into force for application to New Entrant peons.

154. When considering the draft Estimates for 1937-38 the State Council took exception to the payment to minor employees in the Northern and Eastern Provinces of salaries lower than those paid to similar employees in other Provinces. Group III. was thereupon abolished and provision included in the Estimates for 1938-39 for the payment of salaries to peons in the Northern and Eastern Provinces on the scales obtaining for peons in Group II. above. Thus, the present salary scales of peons are.—

<i>Non-New Entrants.</i>			Rs.
<i>Group I.</i>			
Colombo City	} 300—6—444
Central Province..	..	..
Province of Uva	..	..
<i>Group II.</i>			
Western Province (excluding Colombo City)	} 264—6—408
Southern Province	..	..
North-Western Province	..	..
North-Central Province	..	..
Province of Sabaragamuwa	..	..
Northern Province	..	..
Eastern Province	..	..
<i>New Entrants.</i>			
<i>Group I.</i>			
Colombo City	300—6—420
<i>Group II.</i>			
Central Province..	} 264—6—408
Province of Uva	..	..
Western Province (excluding Colombo City)	..	..
Southern Province	..	..
North-Western Province	..	..
North-Central Province	..	..
Province of Sabaragamuwa	..	..
Northern Province	..	..
Eastern Province	..	..

We propose no change in these salaries.

There are at present a few posts for Arachchies on special scales of salary; we have dealt with these posts under the departments to which they belong.

155. In the Post and Telegraph Department there is a grade of Boy Peon on the salary scale Rs. 180—4 of 15—240; we recommend for this grade the salary scale Rs. 180—5 of 12—240. We would add that we should like to see a similar grade introduced into all Departments in which the number of peons employed is large. The cadre of Boy Peons could be quite fluid: a person engaged as a Boy Peon would be paid on the scale for Boy Peons until he was 21 years of age and, if his services were satisfactory, his post would be converted in the next annual estimates to that of a peon on the peons' scale. A person under 21 years engaged as a peon would be placed on the scale for Boy Peons.

156. A number of grades such as Armscleaners, Storemen, and Markers of the Ceylon Defence Force, Cycle Orderlies and Watchers of Government departments, are on the same scales as Peons. We consider that the scheme we propose for peons should apply to these employees. We would recommend, however, that Government should keep in view the possibility of reducing some of these posts to the grade of labourer.

CHAPTER XV.

LABOURERS AND OTHER MINOR EMPLOYEES OF SIMILAR STATUS.

157. As a consequence of the amended territorial grouping introduced by the Salaries and Cadres Commission of 1932 and the decision of the State Council that minor employees in the Northern and Eastern Provinces should be paid on the scales applicable to the Western Province (except Colombo City) and Other Provinces, Labourers have been placed, with effect from October 1, 1938, on the following scales of pay.—

*Non-New Entrants.**Group I.*

Colombo City	} Rs. 240—6—300
Central Province	..	..	..
Province of Uva	..	..	..

Group II.

Western Province (excluding Colombo City) and all other Provinces	Rs. 216—6—276
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*New Entrants.**Group I.*

Colombo City	Rs. 240—6—300
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Group II.

Western Province (excluding Colombo City and all other Provinces)	Rs. 216—6—276
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We propose no change in these salaries.

158. The Estimates provide for a number of minor employees on salaries similar to, but not identical with, the scales of peons and labourers; unless a specific recommendation is made to the contrary in the Chapters which follow, we intend no reduction in those salaries.

CHAPTER XVI.

HEAD 1.—HIS EXCELLENCY THE GOVERNOR.

159. *Private Secretary and Aide-de-Camp.*—The Select Committee on salaries and Cadres in paragraph 71 of its Second Interim Report, Sessional Paper VIII. of 1934 stated.—

“ At present a sum of £1,200 is provided under Head 1 for the payment of salary to these two officers, the sum payable to each within this limit being at the discretion of His Excellency the Governor. We recommend that, in the event of a future Ceylonese entrant to the Public Service occupying the post of Private Secretary or Aide-de-Camp, salary be provided at the rate of Rs. 8,100 per annum for that post ”.

We have no comments to offer on the rate of remuneration proposed by the Select Committee.

160. *Chief Sinhalese Interpreter.*—The pre-Sessional Paper VIII. of 1934 salary of this post is Rs. 4,000 per annum. This salary is in the nature of an honorarium (*vide* paragraph 43 of Sessional Paper I. of 1930). The Select Committee on Salaries and Cadres did not consider this salary excessive (paragraph 79 of Sessional Paper VIII. of 1934). We do not propose any change in this rate of remuneration.

161. *Female Telephonist*.—When the Governor reoccupied the Queen's House in 1935, a Female Telephonist on the salary scale Rs. 480—1 of 60 and 5 of 72—900 was transferred from the Post and Telegraph Department, and provision made for her under Head 1. We have assigned to Female Telephonists of the Post and Telegraph Department the salary scale Rs. 420—30—720, and we assign the same scale to this post.

162. *Motor Car Drivers*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are.—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.
	Rs.	Rs.
1 at	1,400—1,880	1,200—1,500
	4 of 120	4 of 75
3 at	1,200—1,500	720—1,200
	5 of 60	8 of 60

We assign to these posts the following scales of salary.—

	Rs.
1 at	1,020—1,500
	8 of 60
3 at	600—960
	12 of 30

We consider these salaries adequate to recruit and retain in service a suitable type of Driver.

163. *Night Telephonist*.—This post was created in 1925 on the salary scale Rs. 360—12—480 which is the Sessional Paper VIII. of 1934 scale for Telephone Operators. As the duties of the Night Telephonist of the Queen's House warranted a higher rate of remuneration this salary was subsequently increased to Rs. 420—15—600. We assign to this post the salary scale Rs. 420—12—600.

164. *Gardeners*.—Gardeners for the Queen's House establishment are usually drawn from employees in the Department of Agriculture, occupying posts of Foreman, Conductor or Upper Gardener. We consider this arrangement satisfactory. A Foreman, Conductor or Gardener of the Department of Agriculture employed as a gardener in the Governor's establishment should be paid the salary of his substantive appointment.

165. *Minor Staff*.—Under this Head, provision exists for a number of minor employees. We have made certain minor alterations in the scales of some of these posts in order to preserve the existing position relative to the scales we have assigned to comparable posts in other Departments. The scales we propose are included in Appendix A.

166. *Linen Maid*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scale of this post is Rs. 900. We propose no change in this salary.

ALLOWANCES.

167. *Personal Allowance to Clerk and Stenographer—Rs. 1,200 per annum*.—The clerk and the stenographer attached to the office of the Private Secretary to His Excellency the Governor are each paid an allowance of Rs. 50 per mensem as they are required to be available for work at any time, and frequently work on Sundays and Public Holidays, including the Christmas and Easter vacations. The Private Secretary has agreed that these allowances might be reduced, as follows, when new officers are appointed to these posts.—

Stenographer	Rs. 40 per mensem
Clerk	Rs. 30 per mensem

CHAPTER XVII.

HEAD 2.—SUPREME COURT.

168. *Chief Justice and Puisne Justices.*—The Pre-Sessional Paper VIII. of 1934 and Sessional Paper VIII. of 1934 scales of these posts are.—

	Pre-Sessional Paper VIII. of 1934 Scale.	Sessional Paper VIII. of 1934 Scale.
	£	Rs.
Chief Justice	2,500	30,000
Puisne Justice	1,750	22,500

We do not consider a salary of Rs. 30,000 per annum excessive for a Ceylonese new entrant to the post of Chief Justice. We accordingly recommend the retention of the salary at the present figure. As regards the Puisne Justices, a general reduction of salaries throughout the Service necessitates a revision in their salaries too. We recommend that future entrants to the post of Puisne Justice should be paid salary at Rs. 21,000 per annum.

169. *Registrar and Deputy Registrars.*—The Pre-Sessional Paper VIII. of 1934 and Sessional Paper VIII. of 1934 salary scales of these posts are as follows.—

	Pre-Sessional Paper VIII. of 1934 Scale.	Sessional Paper VIII. of 1934 Scale.
	£	Rs.
Registrar	700—800	7,200—8,400
	4 of 25	8 of 300
Deputy Registrars, 1 at	420—600	4,500—6,600
	8 of 30	7 of 300
1 at	350—400	3,900—4,500
3 at	5 of 10	5 of 120
	320	

We recommend the following scales of salary.—

Registrar	Rs. 6,300—5 of 240—7,500
Deputy Registrars: 1 at	Rs. 4,200—10 of 180—6,000
Others at	Rs. 3,000—9 of 120—4,080

170. *Private Secretaries to Judges.*—The Pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of these posts are.—

	Pre-Sessional Paper VIII. of 1934 Scale.	Sessional Paper VIII. of 1934 Scale.
	Rs.	Rs.
Private Secretary to Chief Justice	4,200	3,000
Private Secretaries to Judges	3,200	2,400

We consider that the post of Private Secretary to the Chief Justice should continue to carry the salary scale of Rs. 3,000 per annum.

171. As regards the other posts, in paragraph 115 of Part I. of our Report we stated.—

“ There are 9 Private Secretaries, 1 for each Judge. The post of Private Secretary to the Chief Justice was recently made permanent; the others are temporary posts. Each of the Puisne Justices selects his own Private Secretary. While we are prepared to agree that it is essential for the Chief Justice to have a permanent Private Secretary, we do not see the necessity for the retention of the Private Secretaries to the Puisne Justices. In the past, prior to the appointment of Stenographers, it was perhaps necessary for Judges to be provided with Private Secretaries who could attend to their correspondence and their travelling arrangements, take down dictated judgments, arrange

for the submission of the necessary law books and attend to various orders and directions. But now that a staff of Stenographers is provided it seems to us that it should be easily possible to follow the practice in India whereby a Shorthand-writer is assigned to each Judge as a personal clerk. This Shorthand-writer performs the duties carried out by a Private Secretary in Ceylon, and in addition, at Assizes he takes turns with one other Stenographer in taking down the notes of evidence and the Judge's charge to the Jury in murder cases. If the transcription of notes of evidence is normally restricted to murder cases as recommended in paragraph 113 above, we see no reason why more than 2 Stenographers need be assigned to each Assize Court even if the Judge's Chamber-work is added on to one of them. We consider, therefore, that the Stenographers, even if their total number is reduced by two, could quite easily manage the work now performed by the Private Secretaries to the Puisne Justices. The total cost of these 8 Private Secretaries, including batta, amounts to approximately Rs. 28,000 per annum, and we do not see that there is either a need or an adequate return for this expenditure. We recommend, therefore, the suppression of the 8 posts of Private Secretary, the work being given over to 8 of the Stenographers who should be assigned to the respective Puisne Justices. These officers should be granted an allowance of, say, Rs. 15 per mensem to remunerate them for the additional work—sometimes to be done out of office hours—that they will be called upon to perform."

The Acting Chief Justice was, however, strongly of the opinion that the Private Secretaries to the Puisne Justices should continue as at present and that in any event the above recommendation should not be put into effect until the permanent Chief Justice had been afforded an opportunity of commenting on it. We have agreed to this request (*vide* paragraph 117 of Part I. of our Report). Should the above recommendation prove unacceptable to the permanent Chief Justice and the Government we recommend that the Private Secretaries to the Puisne Justices should each be paid an allowance of Rs. 1,800 per annum.

172. *Interpreter*.—Provision appears in the Estimates for an Interpreter on the salary scale Rs. 2,232—96—3,000. This is the salary scale of the higher grade of Stenographers of the Supreme Court. A Stenographer of the Supreme Court who is proficient in interpreting has been appointed to this post. We do not consider that any recommendation in regard to the salary of the future holder of this post is called for, as we anticipate that, as has hitherto been the practice, interpreters to the Supreme Court will be drawn from the General Clerical Service.

173. *Librarian*.—The Pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 1,140—60—1,560 and the Sessional Paper VIII. of 1934 scale is Rs. 936—45—1,206. The person holding this post is actually on the scale Rs. 480—30—1,200. We assign to this post the salary scale Rs. 720—20 of 30—1,320: Efficiency Bar: Rs. 1,356—9 of 36—1,680. In assigning this salary we have taken due notice of a representation made by the Registrar, Supreme Court, in regard to the salary of this post.

174. *Stenographers*.—We have dealt with these grades in Chapter XII.

175. *Sword Bearer and Mace Bearer*.—The Pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are Rs. 720 and Rs. 600 respectively. We propose no change in the Sessional Paper VIII. of 1934 scale.

176. *Caretaker, Chief Justice's Residence*.—This employee is at present on the salary scale Rs. 360—12—480: the corresponding Sessional Paper VIII. of 1934 scale is Rs. 360—12—420. We propose no change in the Sessional Paper VIII. of 1934 scale.

ALLOWANCES.

177. *Overtime to Record Keeper and his Assistant—Rs. 480 per annum*.—This allowance of Rs. 480 per annum was sanctioned to be paid to the Record Keeper at a time when there was no Assistant Record Keeper or Binder. It was continued even after the latter appointments were made on the ground that the Record

Keeper had still to attend to binding work which was of a specialized nature. We have considered the matter carefully and are of the opinion that there is no justification for the continuance of this allowance. The Registrar of the Supreme Court has recommended that the present Record Keeper may be allowed to continue to draw this allowance. We accordingly recommend that it should be discontinued with the next change of officer holding the post of Record Keeper.

178. *Overtime to Typists.*—A sum of Rs. 1,000 is provided for this purpose in the Estimates for 1938-39. Officers of the Supreme Court Registry who attend to the typing of briefs in connection with appeals to the Privy Council and copies of proceedings for official use, when specially required, and also the officer who certifies the copies are paid from this vote on an overtime basis.

We have set out in paragraph 214 (a) of Part I. of our Report the principles that we consider should be adopted in connection with the payment for the copying of proceedings in District Court appeals. We would invite particular reference to the following recommendation contained therein :

“ We recommend that, as far as possible, copyists should be engaged to do this work and that they should be paid on the piece rate basis of 20 cents a page (2½ folios of 120 words each). The certifying fee should also be correspondingly reduced. We recommend for this fee a rate of 6 cents a page. If the work has to be done by permanent members of the clerical staff it should only be paid for if done outside office hours and at the rates recommended above ”.

The same principles should apply in the case of copying work done in the Supreme Court Registry and we advise the adoption of the procedure contained in the recommendation quoted above, subject to the condition that the fees so earned do not, in any event, exceed the amounts due on an overtime basis.

CHAPTER XVIII.

HEAD 3.—STATE COUNCIL.

179. During the Budget debate in 1936 when the question of an allowance to the Chief Clerk of the State Council Office came up for consideration, the Leader of the State Council undertook to consider the question of providing a separate staff for the Speaker. The question was accordingly considered by the Board of Ministers on November 4, 1936, and the Clerk of the Council was directed to submit a scheme to the Board.

180. In his scheme submitted to the Board in June, 1937, the Clerk made, *inter alia*, the following proposals.—

- (1) That a separate staff for the Speaker should be provided and that the appointment, disciplinary control, &c., of that staff should be in the hands of the Governor in consultation with the Speaker.
- (2) The creation of a new post of Deputy Clerk of the State Council on a salary of Rs. 5,400—5 of 400—7,800 in substitution for the post of Chief Clerk, General Clerical Service, on the salary scale Rs. 4,500—200—5,500.
- (3) A separate Council Clerical Service on the following scales of salary.—

	Existing Salary.		Proposed Salary.
	Rs.		Rs.
Grade I.—5 clerks ..	.. 900—120—2,820	..	900—120—2,820
Grade II.—2 clerks ..	.. 480—48—1,200	..	3,000—180—4,800 480—48—1,200 1,260—120—2,820

- (4) An increase in the Librarian's salary from
Rs. 1,140—60—1,560 : 1,600—100—2,200 to Rs. 1,140—60—1,560 : 1,600—100—3,000.
- (5) An increase in the Stenographers' salary from
Rs. 2,400—120—3,000 to Rs. 2,400—120—3,000 : 3,180—180—4,260.

181. The Board of Ministers did not find sufficient time to consider these proposals which were of a far-reaching nature before the Committee stage of the 1937-38 Budget, and decided to consider them after the Budget had been passed. Accordingly the proposals were discussed between the Speaker, the Chief Secretary and the Financial Secretary on more than one occasion and the following tentative decisions were reached on May 11, 1938.—

- (1) *Separate Staff*.—Provision of a separate staff was agreed to.
 (2) *Deputy Clerk*.—The creation of this post was agreed to on the salary scale of Rs. 5,400—400—7,800.
 (3) *Clerical Staff*.—It was agreed.—

- (i.) that for new entrants the salaries should be brought generally into line with the salary scales of the reorganised General Clerical Service.
 (ii.) that it would not be necessary to have a Special Class clerk in view of the appointment of a Deputy Clerk.
 (iii.) that the top grade should have a higher maximum salary than Class I. of the General Clerical Service in view of the fact that the Council Clerical Service would be a closed one.

The cadre and new entrant salary scales tentatively agreed upon on this basis were.—

Class I., 2 at	..	..	Rs. 2,568—120—3,888
Class II :			
Grade I., 3 at	..	..	Rs. 1,152—108—2,448 (E.B. before Rs. 1,800)
Grade II., 2 at	..	..	Rs. 600—42—1,398 (E.B. before Rs. 1,020)

Note.—The efficiency bar before Rs. 1,020 in Class II. Grade II. to include the same examination in Government accounts, regulations, procedure, &c., as proposed for the General Clerical Class, Grade II.

- (iv.) that recruitment to this Clerical Service should be through the General Clerical Class Examination, the vacancies being announced separately and the successful candidates being offered in descending order of merit the choice of either a State Council post or a General Clerical Class post until all the State Council posts vacant are filled.
 (v.) that clerks of the General Clerical Service at present employed in the State Council office should be given the option of transfer under Financial Regulation 847 to the following scales.—
- Special Class—No vacancy.
 Class I. to the scale Rs. 3,000—180—4,800.
 Class II. to the scale Rs. 1,260—120—2,820 (2 years halt on Rs. 2,100 and Efficiency Bar before Rs. 2,220).
 Class III. to the scale Rs. 600—42—1,398 (Efficiency Bar before Rs. 1,020).
- (4) *Librarian*.—The salary scale of this post was not discussed for lack of time. The Financial Secretary, however, observed that the salary scale of the Librarian had been increased from Rs. 1,140—60—1,560 to Rs. 1,600—100—2,200 recently, and since he had not reached the maximum of his present scale, he should remain on that scale for the present.

- (5) *Stenographers*.—It was agreed that Rs. 3,000 was an adequate maximum for stenographers but that the present time scale was too short; this necessarily implied a lower minimum and lower increments than at present. The Financial Secretary accordingly suggested the scale Rs. 1,500—10 of 72, 7 of 96, 1 of 108—3,000 for application to new entrants to the Public Service. As regards the present stenographers the Speaker was inclined to agree that the maximum might be left untouched provided a special post of second stenographer was created.

182. In the Estimates for 1938-39 provision was, however, included for the clerical staff and the Stenographers on the salary scales originally proposed. But the State Council was not prepared to agree to higher salaries for the clerical staff and Stenographers while the minor employees of the Council were left on their existing scales. Accordingly the Council referred back the Estimates to the Board of Ministers for reconsideration of the salary scales of the minor staff.

183. Thereupon, at a meeting of the Board held on September 5, 1938, the Ministers reached the following decisions:—

- (1) That the salary scale for peons of the State Council appearing in the draft Estimates for 1938-39 should be amended as follows:—

Non-new entrants	::	::	Rs. 360—9—504
New entrants	::	::	Rs. 360—8—480

- (2) that the salary of sweepers should be Rs. 300 per annum;
 (3) that no change should be made either in the salary scale of the Arachchi or that of the Telephone Operator;
 (4) that the maximum salary of the Librarian should be raised to Rs. 2,400.

Provision was accordingly included in the Estimates and passed by the State Council. The new salary scales have, however, not been adopted pending our Report on the question.

184. We discussed these proposals, fully with the Hon. the Speaker on two occasions and reached agreement on the following points, which we duly recommended to the Hon. the Speaker, and which we record fully in paragraphs 119 to 123 of Part I. of our Report.—

- (1) that the post of Deputy Clerk should be created on the salary scale Rs. 5,400—400—7,800;
 (2) that pending the introduction of the revised Constitution, the formation of a separate closed clerical service should be deferred.

185. After the submission of our Report to the Hon. the Speaker we received a letter from him in which he stated that representations had been made to him by members of the State Council that the decision of the Council for the formation of a "closed" service should be given effect to without any delay, and that, as he was bound by the decision of the Council and the Board of Ministers, he was unable to agree with our recommendation to postpone the formation of that service pending the introduction of the revised Constitution, although at the interview he had with us he agreed that it might be expedient to postpone consideration of the question.

186. We, therefore, have submitted to the Hon. the Speaker the following recommendations on salaries for the Council staff on the assumption that it will consist of a separate "closed" service.

187. *Clerk of the Council*.—This post is at present filled by a member of Class II. of the Civil Service on his Civil Service pay and an allowance of Rs. 1,500 per annum for performing the additional duties of Secretary to the Board of Ministers. We recommend that the future holder of this post, if he is a Civil Servant, should be paid his Civil Service salary and an allowance of

Rs. 1,200 per annum, the allowance to be payable only so long as he continues to perform the functions of Secretary to the Board of Ministers. If the post is removed from the Civil Service and made a departmental one, the holder should be paid salary on the scale Rs. 6,600—20 of 360—13,800 (Efficiency Bars before Rs. 8,400 and Rs. 10,560 and three year halt on Rs. 10,200) which is a segment of our scale for Class II. of the Civil Service. With the conversion of the post into a departmental one, the allowance payable to an officer drawn from the Civil Service should cease.

188. *Deputy Clerk of the Council.*—The salary assigned to this post in the Estimates for 1938-39 is Rs. 5,400—400—7,800. This is the salary assigned to non-new entrant officers who receive non-normal promotion to Class III. of the Civil Service and this salary was assigned evidently because it was anticipated that a non-new entrant would be promoted to it. The post is thus rated on the salary scale of Class III. of the Civil Service and we assign to it the salary we have proposed for that class, viz., Rs. 3,600—300—6,000.

189. *Council Clerical Service.*—For this service we recommend the following scales of pay:

- 1 Officer, Grade I. at Rs. 2,400—90—3,660
- 2 Officers, Grade II. at Rs. 960—23 of 60—2,340
(Efficiency Bar before Rs. 1,740)
- 3 Officers, Grade III. at Rs. 480—30—1,320
(Efficiency Bar before Rs. 900)
Rs. 1,356—36—1,680

These salaries are based on the salaries proposed for the reconstructed Clerical Service. In other respects we propose no change in the scheme for new entrants set out in paragraph 181 (3) clerical staff (i.) to (iv.).

As regards existing officers we recommend.—

- (1) that those now in Class III. of the General Clerical Service should be transferred to the salary scale Rs. 480—30—1,320: Rs. 1,356—36—1,680. Those who are on the non-new entrant scale of salary should of course be allowed to retain their present rate of increment until they reach their present maximum (Rs. 1,200).
- (2) Those now in Classes I. and II. should be given the option of remaining as members of the General Clerical Service on their present rates of remuneration or of transfer under Financial Regulation 847 to the undermentioned salary scale, the Headquarter allowance now drawn by these clerks being considered for this purpose as salary:

Rs. 900—120—2,820: Rs. 3,000—180—4,800. (Two year halt on Rs. 1,500, Rs. 2,100 and Rs. 2,820: Efficiency Bars before Rs. 1,620, Rs. 2,200 and Rs. 3,000. In the case of meritorious clerks the halt periods except that on Rs. 2,820 may be reduced to one year).

190. *Chief Stenographer and Stenographers.*—We have dealt with these posts in Chapter XII. of this report. We consider that the present staff is adequately remunerated on existing scales of pay. It should be noted in this connection that each of the Stenographers, excepting the Chief Stenographer, now draws in addition over Rs. 300 per annum as overtime.

191. *The Librarian.*—The pre-Sessional Paper VIII. of 1934 salary scale of this post was Rs. 1,140—60—1,560. The Select Committee on Salaries and Cadres in Sessional Paper VIII. of 1934 assigned to this post a salary of Rs. 936—45—1,206. In the 1936-37 Estimates the holder of this post was placed on the salary scale Rs. 1,600—100—2,200. In the 1938-39 Estimates the scale has been altered to Rs. 1,140—60—1,560: Rs. 1,600—100—2,400. We recommend for this post a salary scale of Rs. 720—20 of 30—Rs. 1,320: Efficiency Bar: Rs. 1,356—9 of 36—1,680. We consider this salary appropriate to this post: the present Librarian is adequately remunerated on the salary scale Rs. 1,140—2,200.

192. *Telephone Operator*.—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 420—15—600 and the Sessional Paper VIII. of 1934 scale is Rs. 360—12—480. We propose no change in the scale Rs. 360—12—480.

193. *Arachchi*.—The Arachchi of the State Council was up to September 30, 1936, on the salary scale Rs. 390—12—570. With effect from October 1, 1937, his salary was increased to Rs. 420—12—600. The Sessional Paper VIII. of 1934 scale of this post is Rs. 360—12—504. We assign to this post the scale Rs. 360—12—480, which is the same as that proposed by us for binders.

194. *Peons and Sweepers*.—The salary scale on which these employees are remunerated, and those on which it was proposed to remunerate them are as follows:—

	Remunerated at	Proposed to be remunerated at
	Rs.	Rs.
Peon and Cycle Orderly :		
Non-new entrant	300—6—444	360—9—504
New entrant	300—6—420	360—8—480
Sweepers	240—6—300	300

We regret we are unable to see any justification for differentiating between the pay of these employees and of similar employees in other Government departments. These employees should continue to be remunerated on the general scales obtaining for their grades. These scales will be found in Chapters XIV. and XV.

195. *Skilled Furniture Cleaner*.—We recommend that the holder of this post should be paid salary on the scale Rs. 240—6—300.

CHAPTER. XIX.

HEAD 4.—AUDIT OFFICE.

196. *Auditor-General and Deputy Auditor-General*.—Prior to October 1, 1934, the Auditor-General and the Deputy Auditor-General were on the salary scales of £1,200—50—1,500 and £840—40—1,120 respectively. The Select Committee on Salaries and Cadres for reasons stated in paragraph 90 of Sessional Paper VIII. of 1934 assigned to the post of Auditor-General the salary scale proposed by them for Class I., Grade I., of the Civil Service, and to the post of Deputy Auditor-General the upper segment of the scale for Class II. We assign to these posts the following salary scales which maintain the existing position relative to the salary scales assigned by us to the Civil Service.—

	Rs.
Auditor-General	18,000
Deputy Auditor-General	10,560—13,800
	9 of 360

ALLOWANCES.

197. *Allowances to Heads of Branches*.—Five Heads of Branches are each paid an allowance of Rs. 600 per annum; the grades of these officers and the Branches in their charge are as follows.—

- (i.) Clerk, Class I. .. Customs Branch
- (ii.) Clerk, Class I. .. Medical Branch
- (iii.) Clerk, Class I. .. Public Works Department Branch
- (iv.) Clerk, Class II. .. Post and Telegraph Department Branch
- (v.) Clerk, Class II. .. Treasury Branch

These allowances were granted on account of the responsible nature of the work these officers are called upon to perform. A great deal of it is done away from the Auditor-General's office and calls for a considerable degree of initiative and resource combined with personality, and a high standard of integrity. It would be observed that three of the Heads of Branches are officers of Class I. of the Clerical Service. It is our view that officers of Class I. and the Special Class of the Clerical Service should normally be employed as Heads of Branches and Head Clerks of offices, and should not be entitled to any special allowances. As regards officers in Class II. who take over such responsibilities, as in the case of (iv.) and (v.) above, we consider an allowance justified, but at a reduced rate. We recommend therefore that when there is a change in the officers holding these posts, an officer in Class I. or the Special Class who takes charge of any of the Branches referred to above should not be paid this allowance; but if an officer in Class II. is appointed, he should be paid an allowance of Rs. 360 per annum.

198. *Duty Allowance to District Examiners.*—Eight District Audit Examiners are each paid an allowance of Rs. 600 per annum; considering the nature of their duties, we are satisfied that an allowance is necessary but that the amount should be reduced. We recommend that future holders of these posts should each be paid at Rs. 360 per annum, subject to the proviso that if an officer who is entitled to the Headquarter Allowance is appointed District Audit Examiner and loses that allowance on such appointment he should receive Rs. 480 per annum.

199. *Allowance for the audit of Widows' and Orphans' Pension Fund Accounts.*—A sum of Rs. 150 per annum is paid to an Audit Examiner for auditing the accounts of the Widows' and Orphans' Pension Fund. We have no objection to the retention of this allowance.

CHAPTER XX.

HEAD 5.—CHIEF SECRETARY.

200. *Chief Secretary.*—We have already dealt with this post in Chapter V. of this Report.

201. *Deputy Chief Secretary.*—For the reasons stated in paragraph 97 of Sessional Paper VIII. of 1934 we do not assign to this post a special salary.

202. *Government Archivist, Librarian and Recordkeeper.*—Under the Sessional Paper VIII. of 1934 scheme, this post has been assigned the same salary as that assigned to Class III. of the Civil Service. We maintain the same relative position and assign to it the salary scale Rs. 3,600—300—6,000.

203. *Assistant Government Archivist.*—The Sessional Paper VIII. of 1934 scale of this post is Rs. 3,600—150—4,800. We assign to this post the salary scale Rs. 3,000—120—4,200, which is appropriate relative to the salaries we have assigned to comparable posts.

204. *Assistant Archivist (Temporary).*—The occupant of this post has been engaged on agreement for a definite period, and when that period expires her services are likely to be terminated. In the circumstances we do not assign any salary to this post.

205. *Building Supervisor.*—Provision has been included in the Estimates for 1938-39 for a post of Building Supervisor on the salary scale of Rs. 1,200—86 and 48—2,400. An officer in Class III. of the General Clerical Service has been seconded to this post. We assign to this post the salary scale Rs. 720—10 of 42. 10 of 54—1,680 (Efficiency Bar before Rs. 1,194). This is the same as that proposed by us for Sub-Inspectors of the Public Works Department.

206. *Document Repairers.*—Provision has been made for the first time in the Estimates for 1938-39 for 2 posts of Document Repairer on the salary scale Rs. 510—20—690. When provision was made on this scale which is the same as that obtaining for Division "C" of the working staff of the Government Press the intention was to fill these posts from that Division. The posts have however been filled by the promotion of 2 peons. The duties of the holders of these posts consist of binding books and records. We consider the scale Rs. 360—12—480 assigned by us to binders appropriate for these posts, and accordingly assign that scale.

207. *Arachchi.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this post are Rs. 420—12—600 and Rs. 360—12—504. We assign to this post the salary scale Rs. 360—12—480, which we consider appropriate relative to the scales we have assigned to minor grades.

208. *Bungalow keepers.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are Rs. 480—12—600 and 360—12—504. We assign to these posts the salary scale Rs. 360—12—480.

ALLOWANCES.

209. *Personal allowance to Private Secretary to the Chief Secretary.*—Rs. 360 *per annum.*—This allowance is paid to a clerk in the Chief Secretary's Office who collects all files required by the Chief Secretary for meetings of the Board of Ministers and the State Council, looks up precedents, makes notes, types memoranda, consults references and generally does a great deal of secretarial work for the Chief Secretary. We are informed that this officer's duties involve work outside office hours and that, if the allowance is abolished, it would be necessary to appoint a clerk, who would not, however, be fully occupied. We have no objection to the continuance of this allowance.

210. *Personal allowance to Head of Confidential Branch.*—Rs. 300 *per annum.*—We understand that it is proposed to abolish the Confidential Branch and to make other arrangements for the work. When this is done the allowance will cease. In the meantime, the Chief Secretary considers that this allowance should be discontinued at the next change of officer holding the post. We agree.

211. *Personal allowance to the Chief Secretary's Peon.*—Rs. 30 *per annum.*—We are informed that this peon has to attend daily at the Chief Secretary's bungalow early in the morning and often works long hours after office, particularly when the State Council is sitting. We consider that the allowance is fully earned and recommend its retention.

212. *Allowance for compiling annual Civil Establishments.*—Rs. 200 *per annum.*—We understand that this allowance is paid to two clerks of the Chief Secretary's Office for sending out extracts for revision, forwarding the revised extracts to the Printer, preparing the Index and checking the proofs. It has been decided to publish Civil Establishments triennially in the future. The allowance will then be payable only once in three years. Further, we are informed that the entire work is done outside office hours. We have no objection, therefore, to the retention of this allowance.

213. *Allowance to Government Archivist for translating Dutch Records.*—Rs. 1,200 *per annum.*—The Chief Secretary considers that this allowance should be abolished when the present recipient retires, and that if any translation and publication of Dutch records is to be done by his successor, it should be paid for on results, on a piece work basis. We are of the opinion that any such translation work should be regarded as part of the normal duties of the Archivist, and recommend that the allowance should be abolished when a change in the holder of the post occurs. Should any work of special merit, involving considerable research and extra hours of work, be published by the future Archivist, the question of the grant of an honorarium or bonus may be considered as each case arises.

CHAPTER XXI.

HEAD 6.—CIVIL SERVICE.

I.—CADRE.

214. In paragraph 137 of our Report, Part I., we stated that the cadre of the Civil Service is dealt with in our Report on Salaries, Allowances, &c.

215. *Present position in regard to officers.*—In the Civil Service Minute provision exists for 130 officers exclusive of the Staff appointments and Class III. distributed as follows.—

Class I., Grade I.	..	..	..	8
Class I., Grade II.	..	..	..	13
Class II.	..	..	..	109
				<hr/>
				130

216. The Estimates for 1938-39 provide for the following cadre.—

Class I. :				
Grade I.	..	..	..	8
Grade II.	..	..	..	13
				<hr/>
				21*
Class II.	..	..	..	112†
				<hr/>
				133

217. Although the Civil Service Minute provides for 130 officers and the Estimates for 1938-39 for 133, the total number of officers including 10 cadets (in training) actually carried on the establishment at the time of writing (July 28, 1939) was 127, of whom 13 were on leave. The effective strength was thus (127 - 13 - 10) = 104.

218. *The present position in regard to posts.*—The Civil Service Minute in section 6 provides for 21 Class I. and 55 Class II. posts. They are.—

Class I.

Land Commissioner.
Government Agents :

Western Province.
Central Province.
Southern Province.
Northern Province.
Eastern Province.
North-Western Province.
North-Central Province
Province of Uva.
Province of Sabaragamuwa.

Principal Collector of Customs.

Postmaster-General.

District Judges :

Galle.
Jaffna.

* Excluding one officer permanently seconded as Director of Agriculture, but including two officers temporarily seconded as Director of Commerce and Industries and as Conservator of Forests respectively.

† Including the following officers temporarily seconded.—(1) Deputy Director of Commerce and Industries, (2) Ceylon Trade Commissioner in India, (3) Director, Government Tourist and Publicity Bureau, (4) Secretary, Colombo Port Commission, (5) Rubber and Tea Controller, (6) Commissioner of Income Tax, Estate Duty and Stamps, (7) Commissioner for Development of Agricultural Marketing, (8) Public Trustee, (9) Deputy Rubber Controller, (10) Deputy Tea Controller, (11) Administrative Secretary, Department of Income Tax, Estate Duty and Stamps, (12) Private Secretary to the Governor. Provision made for 3 vacancies not provided for in 1937-38 and for 3 additional appointments agreed to by the Board of Ministers.

Registrar-General and Director of Commercial Intelligence.
 Settlement Officer.
 Excise Commissioner.
 Controller of Labour.
 Commissioner of Local Government.
 Registrar, Co-operative Societies.
 Deputy Financial Secretary.

Class II.

Secretary to the Governor.
 Clerk to the State Council.
 Two Assistants to the Chief Secretary.
 Seven Secretaries to Ministers.
 Controller of Finance and Supply.
 Controller of Establishments.
 Assistant Controller of Establishments.
 Commissioner of Stamps.
 Deputy Commissioner of Stamps.
 Deputy Collector of Customs, Colombo.
 Landing Surveyor, Customs, Colombo.
 Deputy Commissioner of Excise.
 Assistant Commissioner of Excise.
 Deputy Fiscal, Colombo.
 Additional Assistant to the Director of Education.
 Administrative Secretary to the Director of Medical and Sanitary Services.
 Assistant Commissioner of Lands.
 Seven Assistant Settlement Officers.
 Assistant Government Agents :

Hambantota.
 Kalutara.
 Kegalla.
 Matale.
 Matara.
 Puttalam.
 Colombo.
 Kandy.
 Mannar.
 Mullaittivu.
 Nuwara Eliya.
 Trincomalee.

Additional Assistant Government Agent, Colombo.

Office Assistants to Government Agents :

Colombo.
 Kandy.
 Galle.
 Jaffna.
 Batticaloa.
 Kurunegala.
 Anuradhapura.
 Badulla.
 Ratnapura.

Magistrate, Puttalam.

Additional Magistrate, Mannar-Mullaittivu.

219. Of the posts listed above :—

(1) The post of Registrar-General and Director of Commercial Intelligence has been replaced by two separate posts, viz.—

Director of Commerce and Industries, in Class I.

Registrar-General and Director, Tourist Bureau, in Class II.

- (2) The posts of Commissioner of Stamps, Deputy Commissioner of Stamps and the Additional Assistant to the Director of Education have ceased to exist as Civil Service posts.
- (3) The posts of Deputy Commissioner of Excise and Assistant Commissioner of Excise have been permanently filled by departmental officers.

220. The changes referred to in the previous paragraph reduce the number of scheduled posts to,

Class I.	..	..	..	21
Class II.	..	..	..	50
				<hr/> 71

In arriving at these numbers, the post of Director of Commerce and Industries has been regarded as replacing the Director of Commercial Intelligence, and the post of Registrar-General has been noted for inclusion among unscheduled posts which are discussed below.

221. Of the 71 listed posts, two, viz., the post of Administrative Secretary to the Director of Medical and Sanitary Services and that of Secretary to the Minister of Health, were at the time we drafted this chapter, held by one officer and the following posts were either filled by officers outside Classes I. and II. of the Civil Service or were vacant.—

Excise Commissioner*
 Commissioner of Local Government*
 Office Assistant, Colombo Kachcheri†
 Office Assistant, Ratnapura Kachcheri†
 Office Assistant, Kurunegala Kachcheri†
 Office Assistant, Galle Kachcheri†
 Office Assistant, Batticaloa Kachcheri†
 Assistant Settlement Officer (vacant).

The number of officers in Classes I. and II. of the Civil Service holding scheduled posts on this date was therefore $(71 - 9) = 62$.

222. The rest of the effective staff, viz., $(104 - 62) = 42$ were employed in the following capacities :—

Director of Agriculture.
 Conservator of Forests.
 Member, Retrenchment Commission.
 Trade Commissioner in India.
 Secretary, Colombo Port Commission.
 Commissioner of Income Tax.
 Deputy Registrar, Co-operative Societies.
 Assistant Government Agents :

Galle.
 Badulla.
 Batticaloa.
 Kurunegala.
 Anuradhapura.

Additional Assistant Government Agent :

Matara and Hambantota.

Registrar-General.
 Private Secretary to the Governor.
 Additional Assistant Chief Secretary.
 Commissioner of Motor Transport.
 Secretary, Retrenchment Commission.

* Temporarily filled by acting appointments from within the Departments concerned.

† Temporarily filled by officers in Class III. of the Civil Service.

Office Assistants:

Hambantota Kachcheri.
 Matale Kachcheri.
 Kegalla Kachcheri.
 Nuwara Eliya Kachcheri.
 Puttalam Kachcheri.

Tea and Rubber Controller.

Deputy Rubber Controller.

Deputy Tea Controller.

Commissioner for Development of Agricultural Marketing.

Public Trustee.

Secretary to the Financial Secretary and Assistant Controller of Finance and Supply.

Assistant Food Controller.

Deputy Director, Commerce and Industries.

Additional Assistant Government Agent, Kalutara.

Assistant Secretary to the Minister of Health.

Attached to the Marketing Department.

Attached to the Labour Department.

Assistant Government Agent, Ratnapura.

Attached to the Treasury in connection with Repatriation work.

Assistant Secretary to the Minister of Communications and Works, attached to the Treasury in connection with Repatriation work.

Extra Office Assistant, Puttalam Kachcheri.

Attached to the Medical Department.

Secretary to the Commissioner for Textile Quotas.

Additional Government Agent, Southern Province.

223. In Part I. of our Report we have made the following recommendations affecting the cadre of the Civil Service.—

Department.	...	Recommendation.
Head 3.—State Council	...	<i>Deputy Clerk.</i> —Pending the revision of the Constitution, the appointment to the post of Deputy Clerk of the State Council of a senior officer already in the Clerical Service who is likely to retire in two or three years' time, or the secondment of a Junior Civil Servant (paragraph 121).
Head 18.—Fiscals, Western Province, Colombo	Pro-	<i>Deputy Fiscal, Colombo.</i> —The appointment to this post in future of a Class III. instead of a Class II. Civil Servant (paragraph 311).
Head 29.—Department of Income Tax, Estate Duty and Stamps		(a) Suppression of the post of Administrative Secretary held by an officer in Class II. of the Civil Service (paragraph 396). This has already been put into effect. (b) The appointment of a Junior Civil Servant to the next vacancy in the grade of Assistant Assessor (paragraph 399).
Head 33.—Provincial Administration—General		(a) The gradual withdrawal of the Class II. Civil Servants attached to the following Kachcheries, mainly in connection with land work (paragraphs 427 and 659): Kalutara Batticaloa Kandy Kurunegala Galle Anuradhapura Matara Badulla

Department.	Recommendation.
	(b) The removal of the Kalutara Kachcheri to Colombo and its amalgamation with the Colombo Kachcheri (paragraph 428). This amalgamation will effect a saving of one post in Class II., viz., that of Office Assistant.
Colombo Kachcheri ...	(a) Withdrawal of one of the two Assistant Government Agents (C.C.S., Class II.) when the supervision of the Sanitary Board Towns and Rural Education District Committees is withdrawn from the Kachcheri (paragraph 431). (b) Replacement of the post of Office Assistant, C.C.S., Class II. by one in C.C.S., Class III., and the substitution for the post of Additional Office Assistant, C.C.S., Class III., of a post of Clerk, Special Class, General Clerical Service (paragraph 432).
Kandy Kachcheri ...	The replacement of the officer in Class III. of the Civil Service by an officer in the Special Class of the General Clerical Service (paragraph 439).
Galle Kachcheri ...	Replacement of the post of Office Assistant in Class II. of the Civil Service by a post in Class III., and the Extra Office Assistant in Class III. by an officer in the Special Class of the General Clerical Service (paragraph 445).
Batticaloa Kachcheri ..	Replacement of the Office Assistant in Class II. of the Civil Service by one in Class III. (paragraph 457).
Badulla Kachcheri ...	Replacement of the Office Assistant in Class II. of the Civil Service by an Office Assistant in Class III. (paragraph 474).
Ratnapura Kachcheri ...	The posts of Office Assistant in Class II., and Extra Office Assistant in Class III. of the Civil Service to be replaced by a post of Office Assistant in Class III. of the Civil Service, provided the services of a passed cadet would be made available to assist with court work (paragraph 482).
Matale Kachcheri ...	The replacement of the Office Assistant in Class II. of the Civil Service by an officer in the Special Class of the General Clerical Service and attachment of a passed cadet for judicial work (paragraph 491).

Department.	Recommendation.
Nuwara Eliya Kachcheri	The replacement of the Office Assistant in Class II. of the Civil Service by an officer in the Special Class of the General Clerical Service and the attachment of a passed cadet for judicial work (paragraph 496).
Matara Kachcheri ...	The replacement of the Office Assistant in Class II. by an Office Assistant in Class III. of the Civil Service (paragraph 501). This recommendation has already been adopted.
Puttalam Kachcheri ...	Suppression of the post of Extra Office Assistant in Class III. of the Civil Service when the present Relief work comes to an end (paragraph 524).
Head 34.—Excise Department ...	(a) If a suitable departmental officer is available, his appointment as Excise Commissioner and (b) the introduction of the Civil Service element into the Department in the first instance in the grades of Superintendent or Assistant Commissioner (paragraph 546).
Head 39.—Minister of Agriculture and Lands	The suppression of the post of Assistant Secretary to the Minister, the necessary assistance to the Secretary being rendered by the Assistant Land Commissioner (paragraph 637). This recommendation has already been adopted.
Head 40.—Commissioner for Development of Agricultural Marketing	<i>Assistant Commissioner.</i> —The withdrawal after some time of the Junior Civil Servant in Class II. now functioning as Assistant Commissioner (paragraph 646).
Head 43.—Land Settlement Department	<i>Office Assistant.</i> —The suppression of the post of Office Assistant in Class III. of the Civil Service (paragraph 673).
Head 59.—Department of Medical and Sanitary Services	A careful examination of the following suggestions:—(1) The appointment of a Senior Civil Servant with the status of Deputy Director and (2) the appointment of an experienced Civil Servant to be in charge of the administration of all hospitals and other medical institutions in Colombo (paragraph 901).
Head 64.—Director, Tourist Bureau	The amalgamation of the post of Director, Tourist Bureau, with that of Registrar-General (paragraph 934). This recommendation has already been given effect to.

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Department.	Recommendation.
Head 65.—Director of Commerce and Industries	<i>Deputy Director.</i> —The post of Deputy Director is now held by an officer of Class II. of the Civil Service by secondment. In paragraph 940 of Part I. of our Report we have stated.—

“ This post carries a salary of £1,400—50—1,550. The Director of Commerce and Industries has agreed with us that if the person appointed to the post of Director had previous experience in Commerce or Industries, it would be possible to dispense with an officer of the status of his present Deputy, and work the Department with two Assistant Directors, one for Commerce and the other for Industries. We recommend that when the present Director retires, the question of the suppression of the post of Deputy Director be considered along with the appointment of a new Director.”

Head 68.—Education	... The suppression of the post of Office Assistant in Class III. of the Civil Service (paragraph 969).
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Department of Government Electrical Undertakings	<i>Administrative Assistant.</i> —Our recommendation in regard to this post is contained in paragraph 1382 (a) of Part I. of our Report which is quoted below:—
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“ We thought that this post which is held by a Class III. Civil Servant could be abolished with the appointment of a Deputy Chief Engineer. The Chief Engineer was, however, not agreeable to this. He feels strongly that the services of the experienced officer now holding this post are necessary to assist him in administrative matters. We recommend that the case for the retention of this post be reviewed when the present holder retires, and when the Deputy has been working for a couple of years.”

224. *Estimate of Approximate Cadre in about 3 Years.*—We assume that in 3 years' time the following posts will have ceased to exist as posts scheduled in Classes I. or II. of the Civil Service.—

Class I.—Postmaster-General (the present Acting Postmaster-General has, we understand, been recommended for appointment to this post).
District Judge, Jaffna, by the appointment of a lawyer judge.

Class II.—Deputy Fiscal, Colombo.

Additional Assistant Government Agent, Colombo.
Office Assistants :

Colombo Kachcheri.
Galle Kachcheri.
Batticaloa Kachcheri.
Badulla Kachcheri.
Ratnapura Kachcheri.

This will reduce the scheduled posts to—

Class I.	..	..	..	19
Class II.	..	..	..	43
				<hr/> 62 <hr/>

225. Of the 42 unscheduled posts, we anticipate that the following 14 will cease to be held by members of Classes I. or II. or passed Cadets of the Civil Service within the next 3 years or so. —

Commissioner of Income Tax.
Conservator of Forests.
Assistant to the Food Controller.
Assistant to the Commissioner for Development of Agricultural Marketing.
Officer attached to the Chief Secretary's Office.
Assistant Government Agent, Ratnapura.
Member, Retrenchment Commission.
Secretary, Retrenchment Commission.
Officer attached to the Labour Department.
Officer attached to the Treasury (Repatriation work).
Secretary to the Commissioner for Textile Quotas.
Officer attached to the Medical Department for reorganization.
Additional Government Agent, Southern Province
Extra Office Assistant, Puttalam Kachcheri.

226. There is also the possibility of some of the Assistant Government Agents (Land) being withdrawn within the next 3 years and the posts of Office Assistant, Kalutara, Matala and Nuwara Eliya Kachcheries and the posts of the Assistant Secretary to the Minister of Communications and Works, the Assistant Secretary to the Minister of Health and the Deputy Director of Commerce and Industries being suppressed or ceasing to exist as posts filled by Civil Servants; but we have left these posts untouched either because it will be some time before decisions can be reached on the recommendations made in Part I. of our Report or because, in the case of the two Assistant Secretaries to the Ministers, it is not known how soon the Ministers concerned will be able to release them.

227. The number of unscheduled posts will thus be reduced to 28. This number will require to be increased to 30 in view of the recommendations contained in paragraphs 399 and 546 of Part I. of our Report in regard to the introduction of the Civil Service element into the Department of Income Tax, Estate Duty and Stamps and the Excise Department. It is safe to assume that in addition a number of Civil Servants will always be required for special duties. The number required on this account may be as many as six if not more.

228. We thus arrive at the conclusion that the number and distribution of Civil Servants in Classes I. and II. required at the end of 8 years from now will approximately be as follows.—

In scheduled posts :				
Class I.	..	..	..	19
Class II.	..	..	..	43
				62
In unscheduled posts	..	..	..	30
In new unscheduled posts (for special duties) approximately	..	..	..	6
Cadets	..	..	..	8
				106
Leave margin	..	..	..	13
				119

229. The posts of Administrative Secretary to the Director of Medical and Sanitary Services and the Secretary to the Minister of Health, and the posts of Commissioner of Local Government and Secretary to the Minister of Local Administration will, we anticipate, remain as combined posts filled in each case by a single officer. This reduces the number of officers required to 117.

230. *Eventual cadre of the Civil Service.*—In discussing the cadre at the end of 3 years, we assumed the scheduled posts to consist of 19 in Class I. and 43 in Class II., i.e., a total of 62 posts. We anticipate that, within the next 7 or 8 years, the post of District Judge, Galle, will be removed from the Civil Service cadre when the present holder of that post retires and that the post of Registrar, Co-operative Societies, will be regraded in Class II. These changes will reduce the number of scheduled posts to 17 in Class I. and there will be 44 in Class II., i.e., a total of 61 posts. Only 59 officers will however be required to fill these posts as the posts of—

- (i) Administrative Secretary to the Director of Medical and Sanitary Services and Secretary to the Minister of Health, and
- (ii) The Commissioner of Local Government and Secretary to the Minister of Local Administration—

will remain combined.

231. The number of unscheduled posts which we anticipated would be reduced to 30 in about 3 years will in all probability be further reduced to about 23 as a result of some of the posts in which Civil Servants are seconded ceasing to exist and some of the Assistant Government Agents (Land) being withdrawn.

232. The number of Civil Servants eventually required would then be.—

In scheduled posts :				
Class I.	..	..	..	17
Class II.	..	..	..	42
				59
In unscheduled posts	..	..	..	23
In new unscheduled posts (for special duties) approximately	..	..	..	6
Cadets	..	..	..	6
Leave margin	..	..	..	10
				104

233. The Chief Secretary, to whom we have shown this report while it was in draft, does not think that the eventual Cadre of the Civil Service would be so low as 104. His anticipation of the eventual Cadre is as follows.—

In scheduled posts :				
Class I.	..	..	..	18
Class II.	..	..	..	42
				60
In unscheduled posts	..	..	..	32
In new unscheduled posts	..	..	..	9
Cadets	..	..	..	6
Leave margin	..	..	..	13
				120

Cadre of Class III., Civil Service.

234. The Civil Service Minute provides for 14 officers in Class III. of the Civil Service (there is no schedule of posts for this Class). The Secretary of State has approved the increase of this number to 15; this number has recently been increased to 20 by the addition of 5 temporary appointments.

235. The effect of the various changes proposed by us in Part I. of our Report is to reduce the number of existing appointments in Class III. from 20 to 14. We append below a comparative statement showing the existing and the proposed distribution.—

Existing.		Proposed.	
Office Assistant to Chief Secretary ..	1	Office Assistant to Chief Secretary ..	1
Assistants to Controller of Establishments	2	Assistants to Controller of Establishments	2
Office Assistant to Government Agent, Western Province ..	1	Office Assistant to Government Agent, Western Province ..	1
Extra Office Assistant to Government Agent, Western Province ..	1		
Office Assistant, Kalutara Kachcheri ..	1		
Extra Office Assistant, Kandy Kachcheri ..	1		
Extra Office Assistant, Matale Kachcheri ..	1		
Office Assistant, Galle Kachcheri ..	1	Office Assistant, Galle Kachcheri ..	1
Extra Office Assistant, Galle Kacheheri ..	1		
Office Assistant, Matara Kachcheri ..	1	Office Assistant, Matara Kachcheri ..	1
Extra Office Assistant, Jaffna Kachcheri ..	1	Extra Office Assistant, Jaffna Kachcheri ..	1
Office Assistant, Batticaloa Kachcheri ..	1	Office Assistant, Batticaloa Kachcheri ..	1
Office Assistant, Trincomalee Kachcheri ..	1	Office Assistant, Trincomalee Kachcheri ..	1
Office Assistant, Kurunegala Kachcheri ..	1	Office Assistant, Kurunegala Kachcheri ..	1
Office Assistant, Ratnapura Kachcheri ..	1	Office Assistant, Ratnapura Kachcheri ..	1
Extra Office Assistant, Ratnapura Kach- cheri ..	1		
Office Assistant to the Director of Edu- cation ..	1		
Administrative Assistant, Department of Government Electrical Undertakings ..	1		
On leave preparatory to retirement ..	1		
	<u>20</u>	Deputy Fiscal, Colombo ..	1
		Office Assistant, Badulla Kachcheri ..	1
		*Office Assistant, Anuradhapura Kachcheri	1
			<u>14</u>

II.—SALARIES.

236. A history of the salary scales of the Civil Service is contained in Chapter VI. of Sessional Paper I. of 1930; the more recent developments are referred to in paragraph 114 of Sessional Paper VIII. of 1934.

237. The pre-Sessional Paper VIII. of 1934 scales of the Civil Service are.—

Class I., Grade I.	..	£1,600—50—1,750	
Grade II.	..	£1,400—50—1,550	
Class II.	..	£1,050—50—1,300	} Continuous time scale
		Efficiency Bar 760—40—1,000	
		Efficiency Bar £500—40—700	
Passed Cadets	..	£450	
Unpassed Cadets	..	Efficiency Bar £400	
Class III.	..	£420—30—600†	

* No recommendation was made in Part I. of our Report to reduce the status of this post from Class II. to Class III. because at the time of the investigation it was held by a Class III. officer.

† This scale was reduced to Rs. 6,000—400—8,000 in March, 1932, but no appointments were actually made on that scale.

238. Sessional Paper VIII. of 1934 scales are.—

Class I., Grade I.	Rs. 18,000—2 of 900—19,800	} Continuous time scale
Grade II.	..	..	Rs. 16,200—2 of 600—17,400
Class II.	..	..	Rs. 5,400—6 of 400—7,800
			Efficiency Bar and Second Examination	
			Rs. 8,300—5 of 500—10,800	
Passed Cadets	..	..	Rs. 11,400—6 of 600—15,000
Unpassed Cadets	..	..	Rs. 5,100
Class III.	..	..	Efficiency Bar and First Examination.
			Rs. 4,800	
			Rs. 4,500—350—6,600	

Non-new-entrants to the Public Service receiving non-normal promotion to Class III. are placed on the salary scale Rs. 5,400—400—7,800.

239. We recommend for the Civil Service the following salary scales.—

Class I., Grade I.	..	..	Rs. 18,000
Grade II.	..	..	Rs. 15,000
Class II., Grade I.	..	..	Rs. 10,560—13,800
			9 of 360
Grade II.	..	..	Rs. 4,800—10,200
			15 of 360
Passed Cadet	..	..	(Efficiency Bars before Rs. 6,960 and Rs. 9,480)
			Rs. 4,500
Unpassed Cadet	..	..	Efficiency Bar
			Rs. 4,200
Class III.	..	..	Rs. 3,600—6,000
			8 of 300

240. In the following table we compare this scale with the pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales.—

Year of Service.	Pre-Sessional Paper VIII of 1934 Scales.		Sessional Paper VIII. of 1934 Scales.		Proposed Scales.	
	£.	Rs.	Rs.	Rs.		
1 Cadet	400	6,000	4,800	4,200		
	E.B.		E.B.	E.B.		
2 Passed Cadet	450	6,750	5,100	4,500		
3 Class II.	500	7,500	5,400	4,800		
			Grade II.	Grade II.		
4 ..	540	8,100	5,800	5,160		
5 ..	580	8,700	6,200	5,520		
6 ..	620	9,300	6,600	5,880		
7 ..	660	9,900	7,000	6,240		
8 ..	700	10,500	7,400	6,600		
9 ..	E.B.	11,400	7,800	E.B.	6,960	
			E.B.			
10 ..	800	12,000	8,300	7,320		
11 ..	840	12,600	8,600	7,680		
12 ..	880	13,200	9,000	8,040		
13 ..	920	13,800	9,400	8,400		
14 ..	960	14,400	10,000	8,760		
15 ..	1,000	15,000	10,800	9,120		
	E.B.		E.B.	E.B.		
16 ..	1,050	15,750	11,400	9,480		
17 ..	1,100	16,500	12,000	9,840		
18 ..	1,150	17,250	12,600	10,200	Rs.	
19 ..	1,200	18,000	13,200	10,560	Class II.	10,560
					Grade I.	
20 ..	1,250	18,750	13,800	10,920	Rs.	10,920
21 ..	1,300	19,500	14,400	11,280	Class I.	15,000
22 Class I.	1,400	21,000	15,000	11,640	Grade II.	15,000
Grade II.						
23 ..	1,450	21,750	16,200	12,000		
			Grade I.			
24 ..	1,500	22,500	16,800	12,360	Rs.	12,360
25 ..	1,550	23,250	17,400	12,720	Class I.	15,000
					Grade II.	15,000
26 Class I.	1,600	24,000	18,000	13,080		15,000
Grade I.			Grade I.			
27 ..	1,650	24,750	18,900	13,440		15,000
28 ..	1,700	25,500	19,800	13,800		15,000
29 ..	1,750	26,250	19,800			15,000
30 ..	1,750	26,250	19,800			
31 ..	1,750	26,250	19,800			
32 ..	1,750	26,250	19,800			
33 ..	1,750	26,250	19,800			
34 ..	1,750	26,250	19,800			
35 ..	1,750	26,250	19,800			
36 ..	1,750	26,250	19,800			
		637,650	471,300			
						398,460

Plus Rent Allowance.

241. The chief features of our scheme as compared with the Sessional Paper VIII. of 1934 scheme are.—

- (i.) The division of Class II. into two grades, the continuous time scale stopping at the top of Grade II. (Rs. 10,200) and Grade I. forming a merit grade of Class II;
- (ii.) Lengthening of the time scale of Class II. (and Cadets) from 22 years to 28 years—Class II., Grade II. (and Cadets) 18 years and Class II., Grade I., 10 years—and the reduction of the maximum of Class II. from Rs. 15,000 a year or Rs. 1,250 a month to Rs. 13,800 a year or Rs. 1,150 a month;
- (iii.) The reduction of the salary scale of Class I., Grade II., from Rs. 16,200—600—17,400 to a fixed salary of Rs. 15,000 a year;
- (iv.) The reduction of the salary scale of Class I., Grade I., from Rs. 18,000—900—19,800 to a fixed salary of Rs. 18,000 a year.

242. These changes effect a saving of approximately 43.2 per cent. in the pre-Sessional Paper VIII. of 1934 scales (including rent allowance at 10 per cent.) and 15.4 per cent. in the Sessional Paper VIII. of 1934 scales. We have been assured by a large number of those whom we have consulted that the scale we propose is adequate to recruit and retain in service a fair proportion of the ablest of the educated youth of the Island. In fact some of the witnesses maintained that a Ceylonese officer of the highest status could maintain himself and his family in moderate comfort on a salary of Rs. 1,000 a month and consequently the highest salary attainable by a Ceylonese should be fixed at Rs. 12,000 per annum. We feel that before such a suggestion could be accepted there would have to be profound changes in the economic and social conditions of the Island. Since we do not anticipate such changes in the near future, we do not propose to act on that suggestion.

243. We have made the salary scale of Class III. of the Civil Service overlap the scale proposed for the Special Grade of the Executive Clerical Class as we anticipate that in future not only officers in the Special Grade but also of Grade I. of the Executive Clerical Class will be considered for promotion to Class III. of the Civil Service.

244. In our scheme of salary for the Civil Service we have proposed in addition to the existing grading, the division of Class II. into two grades, promotion from Grade II. to Grade I. being dependent on vacancies. This makes it necessary to fix the number of posts to be allotted to the various grades of this Service. After making due allowance for casualties and a moderate allowance on account of officers who will be ineligible for promotion to the next higher class or grade, we compute that a cadre of 8 posts in Class I. Grade I., 12 posts in Class I. Grade II. and 17 posts in Class II. Grade I. would in a cadre of 104 provide the officers in this Service reasonable prospects of promotion to the higher grades.

245. While we do not wish to express any final opinion in regard to the number of posts which it would in the future be appropriate to rate as Class I. posts, we think it improbable that the number will exceed 17. Before 1931 there were always supernumerary appointments in Class I. as well as in Class II. These supernumerary appointments represented the leave margin which it is necessary to allow in a service of this kind, and it is convenient and proper that this leave margin should be distributed proportionately between the classes. A leave margin of 10 for the whole service has been allowed in our cadre figures, and a proportionate distribution of this margin would allow of 3 supernumerary appointments in Class I. Thus the strength of Class I. (both grades) will be 20.

246. We suggest the following allocation of posts to Class I. and Class II. Grade I. This should be regarded only as a tentative proposal and not as a definite recommendation.

Class I.

Deputy Financial Secretary.
 Land Commissioner.
 Government Agents (9).
 Principal Collector of Customs.
 Director of Commerce and Industries.
 Settlement Officer.
 Excise Commissioner.
 Controller of Labour.
 Commissioner of Local Government.
 Supernumeraries for leave (3).

Class II., Grade I.

Secretary to the Governor.
 Controller of Establishments.
 Controller of Finance and Supply.
 First Assistant to the Chief Secretary.
 Deputy Collector of Customs.
 Commissioner of Motor Transport.
 Registrar of Co-operative Societies.
 Commissioner for Development of Agricultural Marketing.
 Registrar-General and Director, Tourist Bureau.
 Assistant Government Agents :

Hambantota.
 Kegalla.
 Matara.
 Puttalam.
 Trincomalee.

Senior Assistant Settlement Officer.
 Supernumeraries for leave (2).

247. Although we provide for a 28-year time scale for Class II. (including Cadets), we anticipate that the number of posts we provide for Class I. will enable an efficient officer to secure promotion to Class I. Grade II., after about 24 years' service when he is on a salary of Rs. 12,360 and to Grade I. after about 29 years' service, while the officer who is passed over will proceed on the time scale of Class II., to Rs. 13,800 a year.

248. Should circumstances admit of the eventual adoption of the cadre proposed in paragraph 232, we would lay down two broad principles.—

- (i.) The reduced cadre proposed by us should be reached gradually. Suspension of recruitment for a period of years is likely to shut out a number of candidates of a most desirable type. Moreover, when recruitment is resumed it is bound to happen that in certain years a large number of candidates will be recruited. Recruitment in large numbers in any one year is likely to draw into this Service a number of candidates whose standard of general ability and intelligence may not be of the highest quality. It also creates 'stagnation' problems at a future date. We do not desire either result. It is our intention that the regularity of Civil Service Examinations and an even flow of recruitment from year to year should be maintained, so that the Government may in each year secure the best local talent.
- (ii.) There should be no reduction in the present number of appointments in Class I. until such time as the congestion at the top of Class II. passes away and meritorious and efficient officers in Class II. are no longer obliged to stagnate unduly at the top of the Class. It is clear that for at least the next 5 years it will not be possible to reduce the number of Class I. posts below 21 unless we are to impair seriously the reasonable prospects of promotion of existing officers.

ALLOWANCES.

249. *Allowances to Cadets*—Rs. 9,000.—Section 13 (iv) of the Minutes on the Ceylon Civil Service provides for the payment to cadets of a pundit allowance of Rs. 80 a month during twenty one months, in order to facilitate their study of the Sinhalese and Tamil languages. The Chief Secretary considers a reduction of the allowance to Rs. 20 per month possible. We agree, and recommend accordingly. The total amount payable to a cadet will thus be reduced from Rs. 630 to Rs. 420.

CHAPTER XXII.

HEAD 7.—CLERICAL SERVICE.

250. The history of the General Clerical Service is contained in Chapter XIV. of Sessional Paper XLVIII. of 1928.

251. The scales introduced in the 1922 revision of salaries were.—

Special Class	..	Rs. 4,500—200—5,500
Class I.	..	Rs. 3,000—180—4,260
Class II.	..	Rs. 900—120—2,820
		(Two year halts* on Rs. 1,500 and Rs. 2,100 and E.BB. before Rs. 1,620 and Rs. 2,220)
Class III.	..	Rs. 480—48—1,200
		(E.BB. before Rs. 768 and Rs. 1,008).

252. As the result of the recommendations made in Sessional Papers XII. of 1932 and VIII. of 1934 the following scales of salary came into effect from June 1, 1934.—

Special Class	..	Rs. 3,750—150—4,200
Class I.	..	Rs. 2,568—120—3,528
Class II.	..	Rs. 720—108—2,448
		(Two year halts* on Rs. 1,260 and Rs. 1,800: E.BB. before Rs. 1,368 and Rs. 1,908).
Class III.	..	Rs. 480—30—1,200
		(E. BB. before Rs. 660, Rs. 840 and Rs. 1,020).

This scheme is applicable only to officers recruited to the General Clerical Service after April 23, 1933, and to Class III. clerks already in service and promoted to the higher division after that date.

253. Owing to various requests received by Government for an improvement in the salary scale of Class III. a Committee was appointed in June, 1936, with the following terms of reference.—

“ To report generally on—

- (i.) the salaries and conditions of service of Class III. of the General Clerical Service and similar grades in other departments;
- (ii.) whether the conditions of the examination for entry into Class II. and Class III. of the General Clerical Service should be amended and, if so, on what lines.”

254. This Committee in its report published as Sessional Paper XVIII. of 1937 made the following recommendations.—

THE SCHEME.

- (i.) The restoration of the scheme of rent allowances and rent charges for Government quarters in force before 1934 (paragraph 51):

* In the case of meritorious clerks the halt periods may be reduced to one year.

(ii.) The division of the existing General Clerical Service into an Executive Clerical Class and a General Clerical Class, the former to correspond with the existing Special Class, Class I. and the upper part of Class II. and the latter to correspond with the existing Class III. and the lower part of Class II. (paragraph 20).

(iii.) The Executive Clerical Class to consist of three grades.—

Special Grade	Rs. 3,750—150—4,200
Grade I.	Rs. 2,568—120—3,528
Grade II.	Rs. 1,152—108—2,448
	(E.B. before Rs. 1,800)

and the General Clerical Class of two grades.—

Grade I.	Rs. 1,422—42—1,800
Grade II.	Rs. 540—42—1,380
	(E.B. before Rs. 960)
	(paragraphs 20 and 29).

(iv.) All recruitment to be to Grade II. of the General Clerical Class by competitive examination similar in character to the present General Clerical Service examination restricted to candidates possessing specified age and educational qualifications (paragraphs 23 to 26).

(v.) The surmounting of the efficiency bar before Rs. 960 in the salary scale of Grade II. of the General Clerical Class to be conditional upon a clerk's passing a special qualifying examination, to be taken after 8 years' service, in Government accounts, regulations, procedure and office systems and also in a vernacular language (paragraph 27).

(vi.) Recruitment to the Executive Clerical Class to be from the General Clerical Class only by competitive examination after 8 years' service. This competitive examination to coincide with the efficiency bar examination referred to in (v.) and a clerk to be eligible to sit for it only in the 9th and 10th and, in certain circumstances, the 11th year of his service (paragraph 30).

(vii.) The numbers in the various grades to be determined on the basis of:

1 in the Executive Clerical Class, Grade, I., to every 4 in Grade II., the number in the Special Grade remaining at 29; and

1 in the Executive Clerical Class, Grade II., to every 3 in the General Clerical Class (paragraph 32).

(viii.) Promotion from Grade II. to Grade I. of the General Clerical Class to be by merit and in accordance with a fixed ratio, probably 1:2, which would enable a normally efficient clerk to obtain promotion to Grade I. without undue stagnation at the top of Grade II. (paragraph 22).

APPLICATION OF THE SCHEME TO EXISTING OFFICERS.

(ix.) Officers already in Classes Special, I. and II. of the General Clerical Service to remain on their present salary scales and receive promotion as vacancies occur, Class I. being maintained at its present strength (paragraph 33).

(x.) A minimum of 10 promotions to be made annually to Class II. of clerks already in Class III. of the General Clerical Service, such promotion to be by an examination in subjects referred to in (v.) for the new efficiency bar examination; should the number in Class II. shrink to less than half the number in Class III. additional promotions to be made to retain that ratio; 10 per cent. of these promotions to be allowed for merit (paragraph 35).

(xi.) Officers now in Class III. of the General Clerical Service on the salary scale Rs. 480—48—1,200 to continue on that scale with the efficiency bars before Rs. 768 and Rs. 1,008 and thereafter to proceed on the new scale up to Rs. 1,380 with the prospect of promotion to Grade I. on the salary scale Rs. 1,422—42—1,800 (paragraph 36).

- (xii.) Officers in Class III. of the General Clerical Service on the salary scale Rs. 480—30—1,200 to be transferred, as from the date of the introduction of the new scheme, to Grade II. of the new General Clerical Class but without the requirement of passing an examination to surmount the efficiency bar before Rs. 960 and with the prospect of promotion in due course to Grade I. (paragraph 37).
- (xiii.) The scheme to be re-examined by the competent authority after it has been in operation for 7 years with a view to determining the number of promotions to be allowed thereafter to both the old and the new scheme members of the General Clerical Class (paragraph 39).

255. The Board of Ministers did not accept the recommendation in regard to rent allowances and rent charges; they approved the other recommendations subject to one modification, viz., that the salary scales of Grade II. of the General Clerical Class should be Rs. 600—42—1,398 (E.B. before Rs. 1,020) and of Grade I. Rs 1,440—45—1,800.

256. A motion to give effect to the recommendations in Sessional Paper XVIII. of 1937 as modified by the Board of Ministers was introduced in the State Council (*vide* item 10 of the minutes of the meeting of the Council held on September 23, 1938) when Mr. A. E. Goonesinha suggested for consideration of the Board of Ministers that the motion be amended to read as follows:—

“ That this Council approves the following salary scale for Class III. of the General Clerical Service (Sessional Paper XVIII. of 1937) as modified by resolution of the Board of Ministers of March 22, 1938; Rs. 600—42 & 45—1,800 provided (a) that the same form of efficiency bar as at present in force for Class III. be maintained, and (b) that the increment of the old entrants in Class III. shall not be reduced ”.

257. Thereupon on a motion moved by Mr. Susanta de Fonseka the Council referred the Chief Secretary's motion back to the Board of Ministers for re-consideration in the light of the suggestion of Mr. Goonesinha. At this stage, the Board asked for our views on the scheme outlined in the Chief Secretary's motion and also on the amendment suggested by Mr. Goonesinha.

258. Our task in this matter has been one of extreme difficulty. The purpose of the 1936 Committee appears to have been to grant to Class III. of the General Clerical Service an improvement in salary and our purpose is to reduce public expenditure. The 1936 Committee and we are therefore at cross purposes. Nevertheless we have examined the proposals of that Committee as modified by the Board of Ministers with an open mind.

259. The salary scales of the General Clerical Service have always formed a convenient standard by which to fix the salaries of other middle grades of the Public Service (*vide* paragraph III. of Sessional Paper XLVIII. of 1928 and paragraph 129 of Sessional Paper VIII. of 1934). Any increase in the cost of the Clerical Service is likely to result in similar increases in other subordinate services and for this reason we have examined the scheme very carefully from the point of view of its cost.

260. In their calculations of comparative costs, the Committee on Class III. of the General Clerical Service refer in Chapter VI. of their report, Sessional Paper XVIII. of 1937, to the cadre of the whole Clerical Service as appearing in the Estimates for 1936-37. It would therefore be convenient to take that year's cadre as the standard for purposes of our comparison. The Estimates for 1936-37 provided for a staff of 3,151 clerks comprising.—

Special Class	..	..	..	..	29
Class I.	..	..	..	..	177
Class II.	..	..	..	..	1,060
Class III.	..	..	..	..	1,885
					3,151

at a salary cost of Rs. 4,667,995. The Sessional Paper in question has not sufficiently emphasized the fact that, numbers remaining constant, the establishment

costs of Government diminish every year as non-new-entrants leave the Service and new-entrants on lower scales of salary take their place. Of the above staff, only 110 Class II. clerks and 422 Class III. clerks were on the Sessional Paper VIII. of 1934 (i.e., new-entrant) scales, the rest being on the pre-Sessional Paper VIII. of 1934 (i.e., non-new-entrant) scales. When the Sessional Paper VIII. of 1934 scheme becomes fully operative the average annual cost of this staff, taking a service career at 35 years, would be reduced approximately to Rs. 4,145,000. This figure and not the actual salary cost of 1936-37 (viz., Rs. 4,667,995) should be taken as the eventual average annual cost to Government of the Clerical Service if the Sessional Paper XVIII. of 1937 scheme does not come into operation.

261. Under the scheme proposed in Sessional Paper XVIII. of 1937 the distribution of the staff into the various grades would be.—

Executive Clerical Class	{	Special Grade	..	..	29
		Grade I.	..	..	183
		Grade II.	..	..	735
General Clerical Class		..	..	..	2,204
					3,151

The average annual cost of this staff, taking a service career at 35 years, would be approximately Rs. 4,766,000. The cost of the same staff with the amended scales proposed by the Board of Ministers and embodied in the Chief Secretary's motion would be Rs. 4,885,000. The new scheme will, therefore, cost the taxpayer approximately Rs. 740,000 a year more than the present scheme when new-entrant scales have become fully operative; thus if the motion is adopted, the Clerical Service will cost the taxpayer even more than it cost in 1936-37.

262. The Financial Secretary in his observations appended to the motion has drawn attention to the fact that the raising of the minimum salary of Class III. clerks (from Rs. 480 to Rs. 600) may necessitate concessions to other classes of Government servants who are paid the same salaries or less. The number of Government servants falling within this category is very large. If the minimum salary is raised from Rs. 480 to Rs. 600 as proposed, it will be difficult to resist claims to similar increases by departmental clerical services, such as those of the Post and Telegraph, Railway, Survey and Customs Departments, and by subordinate and minor employees like bookbinders, laboratory attendants, counters, telephone operators, forest guards, &c. The additional cost involved in granting them increases in pay will amount in the aggregate to a large sum. The nett result will be a general immediate rise in the minimum salary of all subordinate and minor grades, which in our considered opinion, is not justified either by the requirements of individual officers at the very commencement of their careers or by the salary standards in vogue outside the Government Service.

263. We are fully alive to the fact that, considering the nature of his work, his educational qualifications, his social status and the necessity to provide him with means to maintain an adequate standard of living, the present day Class III. clerk of marked efficiency has a justifiable grievance as regards his maximum salary. We are, therefore, prepared to grant that, with the outstanding men in Class III. rising to the higher executive grades of the Clerical Service, the efficient officers among the remainder should have an opportunity of rising to a maximum higher than the present maximum of Rs. 1,200 per annum. There are at present approximately 700 officers in Class III. of the General Clerical Service on the maximum of their scale. Apart from the risk, from a financial point of view, of breaking down the barrier against which such large numbers have collected, we feel compelled to state that we are not convinced that some at least of the officers on the present maximum are not already receiving "market value" for the services they render to Government. Moreover, it must also be remembered that, if the proposed scale rising to a maximum of Rs. 1,800 is approved, the pensions on which these officers will be able to retire will be higher than those they would otherwise have received, and the existing heavy burden of the Pension Bill of the Island will show a sudden sharp rise in the near future.

264. For the above reasons, we are unable to recommend the scheme as it stands; we would, however, raise no objection to the scheme if the following modifications were introduced into it, viz.:—

(i.) That the salary scales of the various grades should be.—

<i>Executive Clerical Class :</i>			
Special Grade	..	..	Rs. 3,600—4,080
			4 of 120
Grade I.	..	..	Rs. 2,400—3,300
			10 of 90
Grade II.	..	..	Rs. 960—2,340
			23 of 60
			(E.B. before Rs. 1,740)
<i>General Clerical Class :</i>			
Grade I.	..	..	Rs. 1,356—1,680
			9 of 36
Grade II.	..	..	Rs. 480—1,320
			28 of 30
			(E.B. before Rs. 900)

Reasons for recommending for Grade II. of the General Clerical Class a scale lower than that proposed in Sessional Paper XVIII. of 1937 are—

- (a) A younger man than now will eventually be recruited to the General Clerical Class—paragraph 24 of Sessional Paper XVIII. of 1937.
- (b) Rs. 480 a year is a sufficiently good wage for a young man of 17 to 22.
- (c) A starting salary of Rs. 480 compares very favourably with the starting salaries paid to clerical employees in commercial houses and banks in Ceylon and in the various Provincial Governments of India.
- (d) The grant of any higher initial salary would result in considerable additions to the Personal Emoluments Bill as already stated in paragraph 262.
- (e) The maximum we recommend, viz., Rs. 1,680 is only Rs. 120 less than that recommended in the Sessional Paper. The present maximum of Class III. is Rs. 1,200 and our proposals represent the furthest that is possible to go on financial grounds.

Reductions in salary proposed in the case of the other grades are due to the lower level of remuneration which we propose for practically all grades of the Public Service. The reduction in the case of the Special Grade of the Executive Clerical Class is however nominal as under our recommendations the majority of the members of this grade will be called upon to perform executive or minor executive duties of a more responsible nature.

- (ii.) That promotion from Grade II. to Grade I. of the General Clerical Class should be open only to officers of normal efficiency. The Sessional Paper XVIII. of 1937 scheme assumes that in order that normally efficient officers should not have to wait for any long period at the top of Grade II., the ratio between the two grades would have to be fixed at about 1: 2. In the scheme we propose over 30 per cent. of those entering the Clerical Service are provided with an avenue of promotion to the higher division. Promotions out of, and casualties in, the Executive Clerical Class will create in that Class further vacancies for the promotion of members of the General Clerical Class. The combined effect of these two factors and the improvement in promotion prospects resulting from casualties in the General Clerical Class itself will be to reduce the number of appointments in Grade I. of that Class

- to about one-fourth the number in Grade II. We therefore recommend a ratio of 1 : 4 between Grades I. and II. of the General Clerical Class which we feel confident will not result in any undue hardship. It should be observed in this connection that the present ratio between Classes I. and II. of the General Clerical Service is 1 : 6.
- (iii.) Under paragraph 30 of Sessional Paper XVIII. of 1937 a clerk in the General Clerical Class can compete for promotion to the Executive Clerical Class only in the 9th, 10th and possibly the 11th year of his service. All clerical posts do not afford clerks equal opportunities for acquiring by actual practice a working knowledge of the subjects specified in paragraph 27 of Sessional Paper XVIII. of 1937. Moreover, owing to the irregular occurrence of vacancies or the presence of retrenched clerks awaiting absorption, vacancies in the Executive Clerical Class might not occur in certain years. An officer who is efficient and in all respects fit for entry into the Executive Clerical Class might thus be prevented from securing promotion to that Class. We, therefore, recommend that a General Clerical Class clerk should be eligible to compete for places in the Executive Clerical Class at any time of his service after the 8th year, provided he is not more than 35 years of age.
- (iv.) That transfers from one scale to the other should be in accordance with Financial Regulation 847.

265. The salary scales we have proposed in the previous paragraph provide for a 29-year time scale for Grade II. of the General Clerical Class and a 24-year time scale for Grade II. of the Executive Clerical Class. Although we have provided for these long time scales, we anticipate that with the cadre we propose for this Service an efficient officer of Grade II. in the General Clerical Class will be able to secure promotion to Grade I. of that class in about the 19th year of his service when he is on a salary of Rs. 1,020, and an efficient officer in Grade II. of the Executive Clerical Class to Grade I. of that Class in about the 21st year of his service when he is on a salary of Rs. 1,680; while the officers in each grade who are passed over will proceed on the time scales of Grades II. earning annual increments until they reach the maxima of their respective grades. We illustrate in the following table the advancement of an efficient officer of either Class.—

Year of Service.	General Clerical Class.		Executive Clerical Class.		
	Grade II. Rs.	Grade I. Rs.	Grade II. Rs.	Grade I. Rs.	Special Grade. Rs.
1	480				
2	510				
3	540				
4	570				
5	600				
6	630				
7	660				
8	690				
9	720	..	..	960	
10	750	..	..	1,020	
11	780	..	..	1,080	
12	810	..	..	1,140	
13	840	..	..	1,200	
14	870	..	..	1,260	
	E. B.				
15	900	..	..	1,320	
16	930	..	..	1,380	
17	960	..	..	1,440	
18	990	..	..	1,500	
19	1,020	..	..	1,560	
20	1,050	..	..	1,620	
21	1,080	..	..	1,680	
			E. B.		
22	1,110	..	1,740	..	2,400
23	1,140	..	1,800	..	2,490
24	1,170	..	1,860	..	2,580
25	1,200	..	1,920	..	2,670

Year of Service.	General Clerical Class.		Executive Clerical Class.		
	Grade II. Rs.	Grade I. Rs.	Grade II. Rs.	Grade I. Rs.	Special Grade. Rs.
26 ..	1,230	1,572	1,980	2,760	
27 ..	1,260	1,608	2,040	2,850	
28 ..	1,290	1,644	2,100	2,940	
29 ..	1,320	1,680	2,160	3,030	
30 ..		1,680	2,220	3,120	3,600
31 ..		1,680	2,280	3,210	3,720
32 ..		1,680	2,340	3,300	3,840
33 ..		1,680		3,300	3,960
34 ..		1,680		3,300	4,080
35 ..		1,680		3,300	4,080

266. Although our scheme will be less expensive than the scheme embodied in the Chief Secretary's motion there will be an immediate increase in the Salaries Bill of the General Clerical Service as the existing members of Class III. of the General Clerical Service begin to draw salary on the new General Clerical Class scales. Similarly there will be an immediate increase in the Pension Bill as the superannuation benefits of clerks in Class III. of the General Clerical Service will in future be computed not on a salary of Rs. 1,200 (maximum) but on salaries ranging up to Rs. 1,680. To this extent therefore even the modified scheme proposed by us cannot be regarded as an immediate measure of retrenchment. But since on the recommendation of an Official Committee, the Treasury and the Board of Ministers appear to be committed to take steps to secure an improvement in the salary scales of existing members of Class III. of the General Clerical Service, we have endeavoured to formulate a scheme which will weigh less heavily on the country's finances while affording a reasonable measure of relief to the officers concerned.

267. Mr. Goonesinha in his amendment to the Chief Secretary's motion appears to seek.—

- (i.) To retain the present structure of the Clerical Service.
- (ii.) To improve the salary scales of Class III. of the Clerical Service—
 - (a) in the case of old entrants from Rs. 490—48—1,200 to Rs. 600—48—1,800;
 - (b) in the case of new entrants from Rs. 490—30—1,200 to Rs. 600—42—1,398 and Rs. 1,440—45—1,800.

He also proposes that the requirement of passing a special qualifying examination in Government accounts, regulations, procedure and office systems and also a vernacular language to surmount the efficiency bar in the scale of Grade II. of the General Clerical Class be withdrawn and that a member of this Service should be eligible to pass the efficiency bar in question on a certificate from the head of his department.

268. In effect, the amendment proposes to take full advantage of the increased salary scales for Class III. without a fully effective efficiency bar between Grades II. and I. It discards, moreover, all the benefits, financial and administrative, both to the Government and the Services, of a reconstructed Clerical Service which are fully set out in Sessional Paper XVIII. of 1937. It is a much more expensive proposition than the scheme put forward in the motion of the Chief Secretary in as much as the amendment ignores the principle of all future recruitment to the Clerical Service being made on the minimum salary of Class III. We, therefore, regret our inability to commend the acceptance of this amendment.

269. It will be seen from what has preceded that the adoption of the scheme recommended in Sessional Paper XVIII. of 1937 even with the modifications proposed by us is not an immediate measure of retrenchment. The scheme, however, is not without some economical features. Under it clerks, whether they be of the type now recruited on Rs. 720 per annum in the scale Rs. 720—108—2,443 or Rs. 490 per annum in the scale Rs. 490—30—1,200, must all start on Rs. 490 per annum in the scale Rs. 490—30—1,320; over 30 per cent. of them will be able to secure promotion to the Executive Clerical Class, while the remainder

will have the opportunity of rising to a salary of Rs. 1,680 per annum. This is a considerable lowering of the salary scale of the present Class II. of the General Clerical Service, to which there is at present direct recruitment. The reconstruction of the Clerical Service making it obligatory on all recruits to it to start on Rs. 480 per annum necessitates reconstruction within limits of all the departmental clerical services and possibly other services too, and the assignment to them of commencing salaries which would not disturb existing relativity between the commencing salary of Class II. of the General Clerical Service and the commencing salaries of those services.

270. At present a fair proportion of the members of the General Clerical Service attend to minor clerical duties and duties of a routine nature. We refer to such duties as typing, hand-copying and transcribing, writing out acknowledgments, filling up forms and warrants, counting and examining paid Postal Orders and Money Orders, addressing letters, casting and preparing schedules and lists, writing up cards and keeping card indexes, and punching and tabulating work in connection with mechanized accounting. These duties could be performed by a less well-paid grade than members of the proposed General Clerical Class and we have given considerable attention to a proposal for the creation of a non-transferable service of *Writing Assistants* which would consist of young men—and, possibly in Colombo and some of the larger towns young women—who would be locally recruited and would be on a Provident Fund basis. Candidates for appointment to this Service would possess the minimum educational qualification of Junior School Leaving Certificate (English) and would be recruited at a lower age and paid a salary of Rs. 360—30—900 with an efficiency bar at Rs. 630. The formation of this grade of Writing Assistant to replace clerks now performing minor clerical duties and duties of a routine nature would in the long run effect an appreciable saving on the Personal Emoluments Bill of the General Clerical Service. All the clerical services and possibly other subordinate services, as far as circumstances permit, could have a grade corresponding to the Writing Assistant Class of the Clerical Service.

271. The main objection to this proposal is the absence of recruitment by means of a competitive examination. It is also open to the criticism that it is in reality the inauguration of a new, though smaller, Class III. but on even worse salary conditions than at present. The history of the present Class III. would also suggest that unless the standard of living of clerks changes considerably there would soon be constant agitation from such a class for the improvement of their salaries and prospects. Taking all the circumstances into account we have decided not to recommend the formation at the present time of a new grade of Writing Assistants.

272. We desire to note, however, that many of the larger departments in Colombo may find it necessary in future to employ girls on work such as might be done by a Writing Assistants' Grade. In such cases the salary scale indicated above would be adequate.

ALLOWANCES.

273. *Allowance to Court Interpreters at Rs. 10 per mensem.*—An examination for officers of the General Clerical Service who wish to be considered for appointment as Interpreters is held by the Director of Education. The would-be Interpreter is tested both in Sinhalese and Tamil. Officers who pass the examination and who are employed as Court Interpreters are paid allowances at Rs. 10 per mensem, provided they are not in the Special Class of the General Clerical Service. This scheme was introduced on the recommendation of the Judicial Commission, with a view to improving the standard of interpretation in the Courts and inducing officers to study their languages, as there was a shortage of Interpreters competent to interpret in both Sinhalese and Tamil. So far only three officers have qualified themselves for this allowance although provision is made for thirty. The Chief Secretary considers that the scheme should be given a trial for at least five or six years. We are in agreement with this view.

CHAPTER XXIII.

HEAD 8.—CEYLON DEFENCE FORCE.

274. *Commandant, Staff Officers, Adjutants, Staff Captain, Civil Master Armourer and the Instructor Staff.*—The pre-Sessional Paper VIII. of 1934 scales of these posts are:—

Commandant	£750
Staff Officer	£850
Adjutants	£800
	Rs. 8,100—9,720
Staff Captain	2 of 810 (quinquennial)
	Rs. 6,500—9,000
Civil Master Armourer	10 of 250
* Instructors—	
Regimental Sergeant Major	3 at 16s. a day
	5 at 14s. "
Armourer Sergeant Major	16s. "
Quartermaster Sergeant	3 at 12s. "
Company Sergeant-Major	3 at 12s. "
	7 at 10s. "

275. The Select Committee on Salaries and Cadres in paragraph 133 of Sessional Paper VIII. of 1934 stated:—

"We think it probable that the following posts will have to be filled by European officers recruited through the War Office for some time to come:—

- Commandant.
- Staff Officer.
- Adjutants.
- Quartermaster.
- * Civil Master Armourer.
- Regimental Sergeant-Majors (Instructors).
- Armourer Sergeant-Major.
- Quartermaster Sergeants (Instructors).
- Company Sergeant-Majors (Instructors).

We understand that the War Office is unable to arrange the loan of suitable officers to fill these posts at lower rates than those obtaining at present. We recommend the retention of the existing salaries for this reason."

There are therefore no Sessional Paper VIII. of 1934 scales for these posts.

276. Since the Select Committee on Salaries and Cadres reported, the following changes have been effected in the rates of remuneration shown in paragraph 274:—

- (i.) Increase of the pay of the Instructor Staff by consolidating certain allowances in pay (Estimates 1935-36).

The revised rates were:—

Regimental Sergeant-Major	19s. 8½d. a day
Armourer Sergeant-Major	19s. 8½d. "
Quartermaster Sergeant	17s. 5½d. "
Company Sergeant-Major	15s. 5½d. "

- (ii.) Increase of the pay of the Commandant from £750 to £1,200 (Estimates 1935-36).
- (iii.) Increase of the pay of the Staff Officer from £850 to £925 (Estimates 1936-37).

* This post is to be suppressed on the retirement of its present holder and a post of Armourer Sergeant-Major to be created in lieu—paragraph 62 of Sessional Paper XXVIII. of 1935.

277. We observe from the Draft Estimates for 1939-40 that the following further changes are contemplated in the pay of the following officers:—

	Existing Pay.		Proposed Pay.
Commandant ..	£1,200	..	£1,400
Staff Officers 1 at ..	£ 925	..	£1,000
Adjutants ..	£800	..	£900
	Rs. 8,100—9,720	..	£900
Staff Captain ..		..	£ 800
	2 of 810 (quinquennial)		
Regimental Sergeant-Majors (Instructors) ..	19s. 8½d. a day	}	Rs. 4,332—5,029
Quartermaster Sergeants (Instructors) ..	17s. 5½d. "		
Company Sergeant-Major (Instructors) ..	15s. 5½d. "		2 of 240, 1 of 317

The following footnote appended to the draft Estimates explains the change in the pay of the Instructor Staff:—

“ Provision has hitherto been made at 19s. 8½d. per day for Regimental Sergeant-Majors (Instructors), 17s. 5½d. per day for Quartermaster-Sergeants (Instructors), and 15s. 5½d. per day for Company Sergeant-Majors (Instructors). The new scale which works out at 15s. 5½d. per day for the first year, 16s. 4d. per day for the second year, 17s. 2½d. per day for the third year, and 18s. 4½d. per day for the fourth year has been fixed with a view to divorce rank from pay to ensure equal conditions for all Instructors. Those who are already in service will be paid at old rates if they elect to do so.”

The pay of officers of the Ceylon Defence Force must necessarily depend on the rates of pay on which the War Office is prepared to loan the services of suitable Overseas Officers. For this reason and since it is unlikely that these posts will be filled by Ceylonese officers for some time to come there is no necessity to fix salaries for application to Ceylonese New Entrants to these posts. We recommend that when conditions return to normal these rates of pay should be examined with a view to their revision.

278. *Assistant Armourers*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales and the scales we propose for these posts are shown below:—

Pre-Sessional Paper VIII. of 1934 scales.	Sessional Paper VIII. of 1934 scales.	Proposed scales.
1 at Rs. 1,440—60—1,800	1,152—1,440	.. 960—30—1,440
	6 of 48	
1 at Rs. 480—30—720	.. 480—24—600	.. 480—24—600

279. *Fitters*.—These employees are at present on daily pay. We do not deal with daily-paid grades in this Report.

280. *Telephone Operator and Peon*.—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 300—6—480. The Select Committee on Salaries and Cadres proposed no change in this scale. We propose no change.

281. *Camp Storeman*.—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 540—60—720. The Select Committee on Salaries and Cadres proposed no change in this salary. The holder of this post drew in addition to the above salary a sum of Rs. 40 per mensem as Head Watcher of the Ceylon Defence Force Camp building. In the 1936-37 Estimates provision was made for the combined post on the salary scale Rs. 1,020—60—1,200. This is the scale now appearing in the annual Estimates for the Camp Storeman. For this combined post we assign the salary scale Rs. 960—30—1,200.

282. *Motor Lorry Cleaner Drivers*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are:—

			Pre-Sessional Paper VIII. of 1934 Scale.		Sessional Paper VIII. of 1934 Scale.
			Rs.		Rs.
1st	..	..	720	..	576
1st	..	..	480	..	408

We assign to these posts the following scales of salary:—

1st	..	..	Rs. 480—24—600
Others at	..	..	Rs. 420

283. *Adjutants*—(Rs. 1,800); *Assistant Instructors*—(Rs. 420).—These are allowances paid to Regular Army personnel of the Imperial Garrison for acting as Adjutants and Assistant Instructors, Ceylon Defence Force. We propose no change in these rates of remuneration.

ALLOWANCES.

284. *Pensionable Allowance to Civil Master Armourer for maintenance of Police Arms (Rs. 900) and Ceylon Cadet Battalion Arms (Rs. 300)*—Rs. 1,200.—We are informed that the present occupant of the post of Civil Master Armourer will be retiring by the end of 1939. We consider that this allowance is disproportionately high compared with the work and responsibility connected with it; nor do we see any justification for making this allowance pensionable. We recommend, therefore, that when these additional duties are handed over to an Armourer Sergeant Major on the retirement of the Civil Master Armourer at the end of 1939, the allowance should be made non-pensionable and reduced to Rs. 900—comprising Rs. 700 for the maintenance of the Police Arms and Rs. 200 for the maintenance of the Ceylon Cadet Battalion Arms.

285. *Horse and Stabling Allowances*.—Rs. 4,800—Provision appears under Sub-head 8 for the payment of a horse and stabling allowance of Rs. 80 per mensem to each of 5 officers—viz., Commandant, Staff Officer, Adjutants, C.G.A., C.L.I., and C.P.R.C. We recommend that this allowance should be reduced to Rs. 70 per mensem. A similar allowance is in force in the Police Department and the Inspector-General of Police has agreed to its reduction to Rs. 70 per mensem—*vide* paragraph 481.

CHAPTER XXIV.

HEAD 9.—CEYLON NAVAL VOLUNTEER FORCE.

286. The circumstances leading to the creation of this Department are contained in Chapter XII. of Sessional Paper XXVIII of 1935.

287. *Officer Instructor*.—Provision exists in the Estimates for 1938-39 for this post on a salary of £900. This is a consolidated pay. It is unlikely that a Ceylonese will be appointed to this post for sometime to come. We do not therefore assign a salary scale for this post. We intend that the recommendation we have made in paragraph 277 of this Report should apply to the remuneration of this post also.

288. *Chief Petty Officer Instructor*.—This post is provided for on the salary scale £450. This too is a consolidated rate of pay and it is unlikely that a Ceylonese will be appointed to this post for some time to come. We have therefore no comments to offer on this salary.

289. *Caretaker of Drill Hall*.—The present salary of this post is Rs. 360. We propose no change.

ALLOWANCES.

Sea Training Allowances.—Provision for these allowances appears under Sub-head 4, Training Expenses. These rates are based on the daily rates of Camp Allowance laid down for the Ceylon Defence Force, but it is to be observed that the Ceylon Defence Force Camp Allowance rates are intended to cover a 24 hour day whereas a period of only 4 hours at sea is reckoned as a day's Sea Training. Viewed in this light it appears to us quite possible that these allowances are a little high and we recommend that they be reviewed by the Treasury.

CHAPTER XXV.

HEAD 10.—COAST LIGHTS.

290. In paragraph 158 of Part I of our Report we stated.—

“The Chairman, Colombo Port Commission, is also Superintendent of Coast Lights. The staff under this Head includes one Inspector of Lights on the salary scale of Rs. 2,400—120—Rs. 4,000. This officer is due to retire shortly. When the present Inspector of Lights retires, his successor should be appointed on the lower scale of salary recommended in our Report on Salaries, Allowances, &c.”

291. The Chairman, Colombo Port Commission and Superintendent of Coast Lights has suggested the following scheme for application to future entrants to the Coast and Colombo Lights Staff:—

Post.	Present Salary per annum.	Proposed Salary per annum.
Inspector of Lights ..	.. Rs. 2,400—120—4,000	.. Rs. 1,000—16 of 60 and 1 of 40—Rs. 2,000
Assistant to Inspector of Lights ..	.. Rs. 660—12—672	.. Rs. 636—12—672
Head Lightkeepers—		
3 under Coast Lights ..	} 1 at Rs. 1,200 p. a. fixed 3 at Rs. 840 p. a. fixed 1 at Rs. 546—30—756	} Rs. 840 fixed
2 under Colombo Port Commission, Master Attendant's Department		
Assistant Lightkeepers—		
7 under Coast Lights ..	} 1 at Rs. 546—30—756 11 at Rs. 504—21—588 4 at Rs. 216—6—276	} Rs. 462—21—588
9 under Colombo Port Commission, Master Attendant's Department		

The effect of the above proposals would be as follows:—

- (a) The Inspector of Lights will be on a reduced salary scale which is considered reasonable as he will not have to attend to the maintenance of the buoys at Trincomalee.
- (b) The initial but not the maximum salary of the Assistant to the Inspector of Lights will be reduced from Rs. 660 per annum to Rs. 636 per annum.
- (c) All Head Lightkeepers in charge of major lighthouses would receive the fixed salary of Rs. 840 per annum.
- (d) The present classification of Lightkeepers under Classes II., III. and IV. will be dispensed with and they will in future be called “Assistant Lightkeepers”. New entrants will be placed on a salary scale of Rs. 462—21—588. The salary scale of Rs. 216—6—276 attached to the posts of Class IV. Lightkeepers has been found to be too low to attract the right type of employee for this work.

The post of Watcher and Lightkeeper, China Bay, is at present filled temporarily by a surplus Railway employee at Re. 1.08 per diem. It is not proposed to make any alteration in the salary scale attached to that post viz., Rs. 216—6—276 as the duties are those of a Watcher rather than of a Lightkeeper. It is proposed to have this post transferred from Head 10, Coast Lights, to Head 74, Ports other than Colombo.

292. We consider that the post of Inspector of Lights should carry a salary scale of Rs. 960—14 of 60—1,800. In other respects we accept the above scheme.

CHAPTER XXVI.

HEAD 11.—LEGAL SECRETARY.

293. *Legal Secretary*.—We have dealt with this post along with the other posts of Officers of State in Chapter V. of this Report.

294. *Principal Assistant to the Legal Secretary*.—The salary scale assigned to this post in paragraph 76 of Sessional Paper XXVIII. of 1935 is Rs. 12,400—480—14,800. This scale more or less corresponds to the upper segment of the Sessional Paper VIII. of 1934 scale for Class II. of the Civil Service. The duties and responsibilities of this post are similar in character to those of an Administrative Assistant; the present grading of this post is therefore somewhat high. We assign to it a salary scale of Rs. 8,400—12 of 300—12,000 which in our view rectifies the anomaly in the existing grading.

295. *Assistant to the Legal Secretary*.—These posts carry the same salary scale as that of Crown Counsel in the Attorney-General's Department. We have assigned to Crown Counsel the salary scale Rs. 6,000—10 of 240 and 6 of 300—10,200 and we assign the same salary to these posts.

296. *Arachchi*.—This employee was, prior to October 1, 1937, on the scale for peons. With effect from that date his salary has been raised to that of the Chief Secretary's Arachchi (Rs. 420—12—600). We have proposed for the Chief Secretary's Arachchi a salary scale of Rs. 360—12—480. We propose for this post the same salary scale.

CHAPTER XXVII.

HEAD 12.—ATTORNEY-GENERAL.

297. *Attorney-General*.—The salary scale assigned to this post in paragraph 76 of Sessional Paper XXVIII. of 1935 is that of Class I., Grade I., of the Civil Service. We have assigned to Class I., Grade I., of the Civil Service a fixed salary of Rs. 18,000; we assign the same salary to this post.

298. *Solicitor-General*.—In Sessional Paper XXVIII. of 1935 (paragraph 76) the Solicitor-General has been assigned a salary of Rs. 15,000—4 of 600—17,400 which is a segment of the Civil Service scale recommended in Sessional Paper VIII. of 1934 for Ceylonese new-entrants to the Public Service. We recommend for this post a fixed salary of Rs. 15,000 which is the same as that assigned by us to Class I. Grade II. of the Civil Service.

299. *Crown Counsel*.—The Sessional Paper VIII. of 1934 scale of this grade is Rs. 6,540—13 of 420—12,000. We assign to Crown Counsel the salary scale Rs. 6,000—10 of 240 and 6 of 300—10,200, which is appropriate in relation to the salaries we have assigned to comparable grades in the Public Service.

300. Paragraph 77 of Sessional Paper XXVIII. of 1935 contains a provision that experienced advocates may be appointed Crown Counsel, in consultation with the proper authority, at a point above the initial salary of the scale. We intend that the same provision should apply to the scale proposed by us.

CHAPTER XXVIII.

HEAD 13.—LEGAL DRAFTSMAN.

301. *Legal Draftsman*.—The scale assigned to this post in paragraph 76 of Sessional Paper XXVIII. of 1935 is the Sessional Paper VIII. of 1934 scales of Grades I. and II. of Class I. of the Civil Service. As in the case of the Principal Assistant to the Legal Secretary this post has in the past been graded unnecessarily high. We assign to this post a salary scale of Rs. 11,400—10 of 360—15,000 which in our view rectifies the existing anomaly in the grading. It will be

observed from paragraph 184 *et seq* of Part I. of our Report that when our recommendations are given effect to, the work of this Department will be considerably reduced.

302. *Assistants to the Legal Draftsman.*—These posts are on the scale for Crown Counsel, except that the post of Senior Assistant carries a slightly higher scale. We recommend that the post of Senior Assistant should carry a salary scale of Rs. 8,400—8 of 300—10,800 and the other posts a salary scale of Rs. 6,000—10 of 240 and 6 of 300—10,200.

CHAPTER XXIX.

HEAD 14.—PUBLIC TRUSTEE.

303. *Public Trustee.*—The present salary scale of this post is Rs. 18,000—750—21,000. This is a salary scale fixed for a non-new-entrant officer who received non-normal promotion to the post of Public Trustee. The original grading of this post was Class I. Grade II., of the Civil Service. We have recommended for Class I., Grade II., a fixed salary of Rs. 15,000 and we assign the same salary to this post.

304. *Deputy Public Trustee: Office Assistant.*—On March 8, 1932, the State Council passed a Supplementary Estimate providing for a Deputy Public Trustee on a salary of Rs. 15,000 per annum and an Office Assistant on a salary of Rs. 6,000 per annum. The reasons for creating these posts are contained in the observations of the Attorney-General appended to the Supplementary Estimate and are quoted below for easy reference:—

“ The department of the Public Trustee began its operations in May, 1931, with a staff consisting of (1) Public Trustee, (2) an accountant, (3) two clerks, and (4) two peons. Since the commencement of the department the work of the Public Trustee has increased beyond expectation and he now has in his charge 69 Trust estates of which the estimated capital value is about Rs. 15,000,000. He is at present engaged in negotiations with a view to the taking over of several other large trusts which when taken over will add another Rs. 4,000,000 to the capital value of the trusts in his charge. Owing to the rapid increase of work the staff of the Public Trustee has already undergone considerable expansion and at present it consists of two accountants, 31 clerks, and 7 peons. In addition to his work under the Public Trustee Ordinance the Public Trustee has been entrusted with the supervision of the trustees under the Buddhist Temporalities Ordinance which came into operation on 1st of November, 1931. His responsibility in this connection is of great importance and involves difficult questions of law. It is now no longer possible for the Public Trustee to give his personal attention to the various activities of his expanding department, and the strengthening of his directing and supervisory staff is thus a matter of urgency. If the department is to continue to function efficiently, two additional staff officers are immediately required. One of these should be the Public Trustee's principal assistant and deputy. He will be placed in particular charge of the work relating to the Buddhist Temporalities Ordinance and will also act as Deputy in such portions of the work of the Public Trustee as that officer may find it desirable from time to time to entrust to him. He should be qualified to appear as a lawyer to represent the Public Trustee in the Courts when necessary. It is proposed that the salary scales of these posts should be left to be fixed by the Salaries Commission, and that in the meantime the Deputy to the Public Trustee should be paid a temporary salary of Rs. 15,000 per annum. It is proposed that the Office Assistant should similarly be paid a temporary salary of Rs. 6,000 per annum. His duties will be to see that the Public Trustee's orders are duly carried out and he will be generally responsible for office administration.”

(*vide* item 10 in the minutes of the meeting of the Council held on March 8, 1932).

The Salaries Commission referred to in the Attorney-General's observations proposed for these posts the following salaries:—

	Rs.
Deputy Public Trustee	12,600
Office Assistant	4,200

The Select Committee on Salaries and Cadres appointed to consider the reports of the Salaries and Cadres Commission deferred making any recommendation under the Head, Public Trustee, until the policy of Government in regard to the size of the Department and the amount and nature of the work which it was to undertake in future had been settled—*vide* paragraph 158 of Sessional Paper VIII. of 1934. There are therefore no new-entrant scales for these posts.

The Deputy Public Trustee who was appointed on the temporary salary of Rs. 15,000 per annum was promoted to be Public Trustee with effect from February 16, 1935. Thereupon a temporary acting appointment to the post of Deputy was made on a fixed salary of Rs. 8,000 per annum pending the report of the Committee which was at the time inquiring into the operation of the Public Trustee Ordinance. Meanwhile payment has been continued on this temporary salary although the annual Estimates provided for a salary of Rs. 15,000.

In connection with the Estimates for 1938-39 the Public Trustee made representations regarding the insecurity of tenure and the inadequacy of the remuneration of the Deputy and with Treasury concurrence provided for him salary on the scale Rs. 9,000—375—12,000. This scale now appears in the Estimates for 1938-39.

We recommend for this post the salary scale Rs. 6,000—10 of 240, 6 of 300—10,200 which bears an appropriate relation to the salaries we have assigned to posts in the judicial departments.

305. *Office Assistant.*—The post of Office Assistant was filled by the secondment of an officer from the Registrar-General's Department on a provisional salary of Rs. 6,000 per annum. In July, 1938, it was decided to permit this officer to revert to the Registrar-General's Department and to fill the post of Office Assistant by an officer of the Special Class of the General Clerical Service. Provision was, however, made in the Estimates for 1938-39 for a post of " Office Assistant " on the salary scale of the Special Class of the General Clerical Service. We have assigned to the Special Grade of the reconstructed General Clerical Service the salary scale Rs. 3,600—120—4,080, and we assign the same scale to this post.

CHAPTER XXX.

HEADS 15 & 16.—DISTRICT COURTS, COURTS OF REQUESTS, AND MAGISTRATES' COURTS.

306. *District Judges, Commissioners of Requests, and Magistrates.*—Prior to 1921 posts of District Judges, Commissioners of Requests, and Magistrates were, save in a few instances, filled by members of the Civil Service on their grade pay.

307. The Retrenchment Commission of 1921 considered that large savings would result if the judicial appointments then filled by Civil Servants, 34 in number, were gradually removed from the Civil Service cadre and filled by members of the legal profession, and in paragraph 42 of their Report, Sessional Paper III. of 1923, suggested that Government should consider early the feasibility of gradually removing the judicial posts from the Civil Service. They recommended that each post should have a definite salary attached to it in accordance with its importance, but that the posts should not form a Judicial Service proper with classes and automatic promotion.

308. The Government considered these proposals in 1924; at the time there were only five judicial posts ordinarily filled by members of the legal profession and to this number Government decided to add three more posts—*vide* Sessional Paper XI. of 1924.

309. In November, 1926, a Select Committee of the Legislative Council was appointed to consider the proposal for establishing a separate Judicial Service for Ceylon and to make recommendations with a view to the employment of trained lawyers in judicial posts. The main recommendations of this Committee, the report of which is printed as Appendix I. to Sessional Paper VIII. of 1930 were.—

- (1) that the number of Civil Servants holding judicial appointments should gradually be reduced to 10;
- (2) that all other appointments of District Judges and Magistrates should be made from the legal profession; and
- (3) that the salaries attached to judicial posts (when not filled by Civil Servants) should be fixed without regard to the age or service of the holder.

310. These recommendations were considered by the Salaries Committee of 1926—*vide* Appendix II. to Sessional Paper VIII. of 1930 and Chapter XXII. of Sessional Paper I. of 1930—and on its advice Government decided.—

- (1) that the judicial appointments specified in paragraph 8 of Sessional Paper VIII. of 1930 should eventually be held by lawyers;
- (2) that the remaining judicial posts, 14 in number, should be reserved for members of the Civil Service;
- (3) that the salaries of the posts should be *fixed and non-incremental*, and attached to posts and not to individuals;
- (4) that the actual salaries should be those recommended by the Salaries Committee in Appendix II. to Sessional Paper VIII. of 1930 and paragraph 146 of Sessional Paper I. of 1930 except that the post of District Judge, Trincomalee, should carry a salary of £700 per annum instead of £600.

311. While these decisions were being implemented, the Salaries and Cadres Commission appointed in 1932 to revise the salaries of public servants proposed in paragraph 55 of its First Interim Report, Sessional Paper XII. of 1932, fixed salaries for all judicial appointments. In paragraphs 64 to 68 of its Second Interim Report, Sessional Paper XVI. of 1932, this Commission proposed the removal from the Civil Service cadre of all judicial appointments except eight.

312. The Select Committee of the State Council appointed to consider the Reports of the Salaries and Cadres Commission revised those salaries and proposed that 15 judicial appointments should be reserved for the Civil Service; the revised salaries appear on pages 169 to 171 of Sessional Paper VIII. of 1934 and the other recommendations in paragraphs 44 and 45 of Sessional Paper XXVIII. of 1935.

313. Cessation of recruitment to the Civil Service during the period of depression and the demand for the services of Civil Servants consequent on the resumption of normal activities and the undertaking of new and additional activities by departments when the depression began to lift made it impossible for Government to post Civil Servants to the judicial appointments normally reserved for them. These circumstances threw more judicial posts open to the members of the legal profession. Only three posts, *viz.*, the Magistrate, Hambantota, the Magistrate, Puttalam, and the Additional Magistrate, Mannar-Mullaittivu, have now been earmarked to be filled by Civil Servants.

314. The Judicial Commission of 1935 in paragraph 213 *et seq* of its Report—Sessional Paper VI. of 1936—recommended the formation of a judicial service comprising a Magisterial and a Civil branch, with three classes in each branch and each class carrying an incremental scale of pay. Their Scheme is contained in Appendix XIV. to Sessional Paper VI. of 1936. The Commission also indicated three principles to be kept in view in fixing salaries for judicial posts.—

- (1) The salaries should bear some proportion to the incomes earned by practitioners.
- (2) They should enable judges (particularly in outstations) to keep up a certain standard of living.
- (3) They should be such that the judge must not only be, but appear to be, independent.

We do not see any special point in (3) beyond what is implied in (2). We are not unmindful of the necessity for preserving the prestige and dignity of our courts and for maintaining a standard of salary which will not lower the quality of the recruits to the Judicial Service. We have, however, reason to believe that the popular idea of the incomes earned at the Bar, except by a few men at the top, is much exaggerated.

315. The Legal Secretary, after considering the recommendation of the Judicial Commission, formulated a Scheme for the formation of a separate Judicial Service and submitted to the Board of Ministers a draft motion embodying his Scheme to be introduced in the State Council. The Board referred the Scheme to us for early report.

316. The principal feature of the Legal Secretary's Scheme was the division of all posts of District Judge, Commissioner of Requests and Magistrate, except that of District Judge, Colombo, into two classes on incremental scales of pay; the salaries proposed by him were.—

			Rs.
District Judge, Colombo .. .. .	..	..	17,400
Class I. (6 officers) .. .. .	..	..	13,800—16,200
			4 of 600
Class II. (39 officers) .. .. .	..	..	6,840—13,440
			10 of 420, 5 of 480
			(E. B. before
			Rs. 9,360 and Rs. 11,040)

317. While agreeing with the Legal Secretary that the time was opportune for the formation of a separate Judicial Service, we were unable to accept his proposal for incremental scales of salary. Our reasons were:—

The salaries proposed by the Legal Secretary represented, in certain cases, a considerable improvement in the Sessional Paper VIII. of 1934 scales; his argument was that those salaries were inadequate to attract the best men. We were, however, not satisfied that there were not other causes for the few cases of good men declining judicial office, such as, personal predilection for the work at the Bar rather than on the Bench, the conditions under which appointments had hitherto been made, the disinclination to start one's career with less important appointments, and the absence of an established Judicial Service with the prospects of advancement. On the other hand, we were not unmindful of certain other considerations which would necessitate assigning reasonably generous salaries to the Judicial Service: *e.g.*:

- (i.) Members of the Bar are appointed to these posts at an advanced age.
- (ii.) Their superannuation benefits owing to appointment at an advanced age are meagre.
- (iii.) There is no regular system of promotion and a member of the Bar appointed to a particular post often retires from that post.
- (iv.) It is necessary to offer a sufficient rate of remuneration to attract to this Service the best men in the legal profession who would maintain unimpaired its efficiency, integrity and independence.

The system of incremental scales of salary was not acceptable to us for the following reasons.—

- (1) The judicial posts filled by members of the Legal profession had in the past, as a rule, carried fixed salaries.
- (2) An incremental scale of salary rendered efficiency bars a necessity and, unless the periodic rises of salary were automatic, efficiency bars might impair the independence of the judiciary.
- (3) The Retrenchment Commission of 1921, the Select Committee of the Legislative Council (vide Appendix I to Sessional Paper VIII. of 1930), the Salaries Committee of 1926 (vide Appendix II. to Sessional Paper VIII. of 1930, and Chapter XXII. of Sessional Paper I. of 1930), the

Salaries and Cadres Commission of 1932 (Sessional Paper XII. of 1932), and the Select Committee of the State Council (Sessional Paper VIII. of 1934) had all recommended fixed and non-incremental salaries for judicial posts.

- (4) A scheme of incremental scales of salary was much more expensive in actual practical operation than appeared on a theoretical calculation of mean annual cost.
- (5) The British Judicial System was not based on a scheme of incremental scales of salary or promotions.

318. We therefore drew up an alternative scheme providing for fixed salaries and discussed it with the Legal Secretary. The following scheme was finally agreed upon.—

Post.	Sessional Paper VIII. of 1934 Scale. Rs.	Scale now Proposed. Rs.
<i>Special Class.</i>		
District Judge, Colombo ..	17,400	16,800
<i>Class I.</i>		
<i>Grade 1—6 Officers :</i>		
3 Additional District Judges, Colombo } District Judge, Kandy } Galle } Jaffna }	15,600	15,000
<i>Grade 2—10 Officers :</i>		
District Judge, Kalutara ..	13,000	12,000
Kegalla ..	13,000	
Kurunegala ..	13,000	
Matara ..	13,000	
Negombo ..	13,000	
Ratnapura ..	13,000	
Badulla ..	13,000	
Chilaw ..	13,000	
Commissioner of Requests, Colombo ..	12,000	
Magistrate, Colombo ..	12,000	
<i>Grade 3—10 Officers :</i>		
District Judge, Batticaloa ..	12,000	10,200
Anuradhapura ..	11,000	
Avissawella ..	11,000	
Nuwara Eliya ..	11,000	
Tangalla ..	11,000	
Trincomalee ..	11,000	
Additional District Judge, Galle ..	11,000	
Jaffna ..	11,000	
Kandy ..	11,000	
Supernumerary Judge ..	9,000	
<i>Class II.</i>		
<i>Grade 1—11 Officers :</i>		
Magistrate, Galle ..	9,000	9,000
Jaffna ..	9,000	
Kalutara ..	9,000	
Kandy ..	9,000	
Kurunegala ..	9,000	
Gampaha ..	7,000	
Panadure ..	7,000	
Matara ..	7,000	
Additional Magistrate, Colombo ..	7,000	
Municipal Magistrate, Colombo ..	7,000	
Supernumerary Judge ..	9,000	

Post.	Sessional Paper VIII. of 1934 Scale. Rs.	Scale now Proposed. Rs.
<i>Grade 2—8 Officers :—</i>		
Magistrate, Balapitiya ..	} 7,000	7,200
Chilaw ..		
Dandagamawa ..		
Gampola ..		
Mallakam ..		
Matale ..		
Negombo ..		
Point Pedro ..		

We consider that the salaries proposed by us are adequate to attract suitable recruits, especially, as first appointments may be made to a higher group and not necessarily at the bottom.

319. We should add in this connection that the Legal Secretary requested us to state that in giving his approval to the Scheme proposed by us he was actuated by a desire to effect an early settlement of the question, but that he was extremely doubtful whether the scales in the Special Class and Class I. would prove sufficiently attractive. On the other hand it will be observed that the salaries we have assigned to this Service disturb considerably the existing position relative to the salaries of other staff grades and posts of the Public Service to the advantage of the Judicial Service, *e.g.*, in the Sessional Paper VIII. of 1934 Scheme the post of District Judge, Colombo, was assigned a salary the same as the maximum of Class I., Grade II., of the Civil Service; in our Scheme the post is assigned a salary midway between those assigned to Grades I. and II. of Class I. of the Civil Service.

320. In view of the Board of Ministers' request for an early report, we included our recommendations in an Interim Report which we forwarded to Government in November, 1938. We observe that our recommendations have subsequently been adopted by Government. The Scheme in its final form appeared in the *Government Gazette* of June 30, 1939, and we reproduce it below for easy reference.—

CEYLON JUDICIAL SERVICE.

HIS Excellency the Governor has been pleased, with the approval of the Secretary of State for the Colonies, to direct the publication of the following Minute.—

1. There shall be constituted with effect from July 1, 1939, a Judicial Service consisting of—

- (a) One officer in the Special Class (District Judge, Colombo)—salary, Rs. 16,800 per annum.
- (b) Six officers in Class I., Grade 1.—salary, Rs. 15,000 per annum.
- (c) Ten officers in Class I., Grade 2—salary, Rs. 12,000 per annum.
- (d) Ten officers in Class I., Grade 3—salary, Rs. 10,200 per annum.
- (e) Eleven officers in Class II., Grade 1—salary, Rs. 9,000 per annum.
- (f) Eight officers in Class II., Grade 2—salary, Rs. 7,200 per annum.

2. No person shall be eligible for appointment unless he is an Advocate or Proctor of the Supreme Court of Ceylon and has practised as such for a period of not less than six years.

3. First appointments to the Service will not necessarily be made in Grade 2 of Class II., but in any Class or in any Grade of any Class.

4. Appointments to and promotions in the Service will be made by the Governor with the advice of the Judicial Appointments Board and will be subject to the approval of the Secretary of State. The approval of the

Secretary of State will, however, not be necessary in the case of the transfer of an officer from one post to another in the same Grade of the Service, or in the case of an officer appointed to act temporarily in any Class or Grade higher than his own.

5. First appointments to the Service will be made on two years' probation. Transfers to the Service of judicial officers holding permanent appointments in any of the posts enumerated in paragraph 9 will not be regarded as first appointments.

6. A vacancy in the Special Class or in any Grade of any Class in the Service other than Grade 2 of Class II. will not necessarily be filled by promotion within the Service.

7. Merit and not seniority will be the criterion for promotion from a lower to a higher Class or Grade.

8. For purposes of leave, discipline, and administration, officers in the Service will be under the general control of the Legal Secretary.

9. The posts designated in the first column will ordinarily be held by officers of the Grade and Class specified in the corresponding entries in the second column hereunder.—

I.	II.
District Judge, Colombo	Special Class
Three Additional District Judges, Colombo	} Class I., Grade 1
*District Judge, Galle	
*District Judge, Jaffna	
District Judge, Kandy	
District Judge, Badulla	} Class I., Grade 2
District Judge, Chilaw	
District Judge, Kalutara	
District Judge, Kegalla	
District Judge, Kurunegala	
District Judge, Matara	
District Judge, Negombo	
District Judge, Ratnapura	
Commissioner of Requests, Colombo	} Class I., Grade 3
Magistrate, Colombo	
District Judge, Anuradhapura	
District Judge, Avissawella	
District Judge, Batticaloa	
District Judge, Nuwara Eliya	
District Judge, Tangalla	
District Judge, Trincomalee	
Additional District Judge, Galle	
Additional District Judge, Jaffna	
Additional District Judge, Kandy	} Class II., Grade 1
One Supernumerary Judge	
Magistrate, Galle	
Magistrate, Gampaha	
Magistrate, Jaffna	
Magistrate, Kalutara	
Magistrate, Kandy	
Magistrate, Kurunegala	
Magistrate, Matara	
Magistrate, Panadure	
Additional Magistrate, Colombo	
Municipal Magistrate, Colombo	
One Supernumerary Judge	} Class II., Grade 2
Magistrate, Balapitiya	
Magistrate, Chilaw	
Magistrate, Dandagamuwa	
Magistrate, Gampola	
Magistrate, Mallekham	
Magistrate, Matale	
Magistrate, Negombo	
Magistrate, Point Pedro	

* These posts will temporarily be held by members of the Ceylon Civil Service.

Any officer of the Service may at any time be appointed to any post designated above irrespective of the Class or Grade assigned to that post or of the Class to which that officer belongs.

10. An officer in any Grade in Class I. or Class II. may be transferred to any other post of the same Grade of the same Class by the Governor with the advice of the Judicial Appointments Board.

11. An officer in the Service appointed to act temporarily in a Class or Grade higher than his own will be entitled to officiating salary in accordance with the Financial Regulations of Government; but Supernumerary Judges will not be entitled to such officiating salary.

12. Any officer, other than a member of the Ceylon Civil Service, who on the date of the establishment of the Judicial Service holds a permanent appointment in any post designated in the first column of paragraph 9 other than that of Supernumerary Judge will, with effect from that date, be transferred to the Judicial Service, to the Grade or Class specified for that post in the second column of that paragraph on the salary assigned thereto in paragraph 1. Where an officer is so transferred to any Class or Grade of any Class which carries a salary less than that of his appointment prior to such transfer he will continue to draw his salary notwithstanding that it may be higher than the salary of the Class or Grade of the Class to which he is transferred.

By His Excellency's command,

J. C. HOWARD,
Legal Secretary.

Legal Secretary's Office,
Colombo, June 26, 1939.

321. *Stamp Vendor, District Court, Colombo.*—Under the recommendations contained in paragraph 236 of Part I. of our Report this post will be abolished. There is, therefore, no necessity to fix a salary scale for it.

322. *Stamp Vendor, District Court, Jaffna.*—Prior to October, 1936, this post carried a fixed salary of Rs. 300 per annum. Provision was included for this post in the Estimates for 1936-37 on the salary scale Rs. 420—30—480 which is the same as the new entrant salary of the post of Stamp Vendor, District Court, Colombo. We recommend for this post the salary scale Rs. 360—12—480.

ALLOWANCES.

323. *Binding Fees.*—Fees for the binding of Civil records are recovered in stamps. Payment for binding work done by the Record Room Staff of the Courts is made from a vote for Binding Fees provided under the respective Courts. The total amount so provided in the 1938-39 Estimates under District Courts and Courts of Requests is about Rs. 16,000. Fees can be drawn only on an overtime basis up to the extent of the salary of the officer concerned or the full amount of binding fees recovered, whichever is less. But officers appointed as Recordkeepers of District Courts and Courts of Requests prior to 1924 are allowed the privilege of drawing fees up to the extent referred to above irrespective of the number of hours of overtime worked.

In the past, binding fees were intended to be paid to Recordkeepers for stitching civil case records owing to which work they had very often to remain in Court outside office hours. The practice of Recordkeepers stitching case records is gradually disappearing with the appointment of binders, peons and sorters to the various Courts. At present, only 6 of the less important District Courts do not have binders. Of the Minor Courts, 8 employ binders and we have recommended such appointments in a few other cases.

We are of the opinion that the time has come to discontinue any payment to the Record Room staff from the binding fees recovered. Binding should be regarded as the normal duties of the Record Room Staff. In special cases where Recordkeepers or their assistants have to remain after hours, to receive records and to lodge them, arrangements should be made for the officers to work outside office hours on a roster system.

CHAPTER XXXI.

HEAD 17.—VILLAGE TRIBUNALS.

324. *Presidents*.—The pre-Sessional Paper VIII. of 1934 scale for Presidents of Village Tribunals is Rs. 2,200—2 of 400 (quinquennial)—3,000. The Select Committee on Salaries and Cadres for reasons stated in paragraph 172 of Sessional Paper VIII. of 1934 retained this scale for new entrants to this grade. We assign to this grade the salary scale Rs. 2,100—12 of 60—2,820.

325. *Village Tribunal Staff other than Presidents*.—We quote from the Treasury Administration Report for 1937.—

“ Towards the close of the Financial year 1934-35, the financial position of certain Village Committees made it necessary for Government to provide them with grants to meet the recurrent expenditure of the Village Tribunals in their charge. As it was unlikely that the Village Committees would ever be able to meet these expenses, it was decided.—

- (i.) To meet from public funds the entire cost of administration of Village Tribunals, and
- (ii.) To appropriate to general revenue all fines imposed by Village Tribunals other than those imposed for breaches of rules under Section 29 of Ordinance No. 9 of 1924.”

“ Provision was included in a lump sum in the Estimates for 1935-36 to give effect to the first of these two decisions. In the 1936-37 draft Estimates provision for Village Tribunal staff was included as an *allowance* to the Presidents concerned for the employment of the necessary staff on the analogy of the allowances granted to Chief Headmen for clerical assistance. The State Council, however, did not favour this procedure and while agreeing to the provision already made requested that the matter be further examined. Thereupon the Board of Ministers approved a scheme submitted by the Legal Secretary that the Village Tribunal employees should be admitted to the monthly-paid non-pensionable establishment of Government and should be remunerated on the following scales of pay.—

				Rs.
Head Clerks	..	..	..	360—24—672
				E. B. before 504
Clerks	..	..	..	240—18—402
				E. B. before 366
Peons	..	..	..	180—6—240
Village Tribunal Keepers	..	..	..	120 (maximum)

Provision has accordingly been made in the Estimates for 1937-38 and the scheme is in operation with effect from October 1, 1937.”

We propose no change in this scheme.

CHAPTER XXXII.

HEAD 18.—FISCALS.

326. *Drivers of Motor Vans*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are Rs. 900—60—1,200 and Rs. 600—30—900 respectively. We are aware that in present circumstances a good driver can be engaged on a remuneration not exceeding Rs. 50 a month. We accordingly propose for this grade a fixed salary of Rs. 600 per annum.

327. *Assistant Driver*.—Sessional Paper VIII. of 1934 scale of this post is Rs. 420—12—540. We propose for this post a fixed salary of Rs. 420 per annum.

328. The other posts under this Head fall under some general category which has already been dealt with in separate chapters.

ALLOWANCES.

329. *Allowance to Escort Clerk, Additional Deputy Fiscal's Office, Chilaw, for work at Chilaw Remand Jail—Rs. 240 per annum.*—As none of the jail guards attached to the Remand Jail at Chilaw has a knowledge of English, a clerk has to attend the Jail, daily, to maintain certain records and to prepare returns. We understand that a guard with a knowledge of English will shortly be appointed and that this allowance will be discontinued from the date of such appointment.

330. *Allowance to Transfer Clerk, Deputy Fiscal's Office, Kalutara.*—The Transfer Clerk, who is not on the fixed establishment, is paid Rs. 26 per mensem in addition to 65 per cent. of the transfer fees recovered from parties for whom conveyances are prepared. We are of the opinion that, with the appointment of a binder to this office, the post of Transfer Clerk should be suppressed; the comparatively small amount of conveyancing work here being done as part of the normal routine of the office, and all fees being credited to Revenue. This is in accord with our general recommendation regarding Deed Fees—*vide* paragraph 353 of Part I. of our Report.

331. *Transfer and Sale Notice Fees to Extra Clerk, Additional Deputy Fiscal's Office, Tangalla.*—There are three clerks in this office and an extra clerk is employed to prepare transfers and sale notices. We consider that the preparation of transfers and sale notices should form part of the normal duties of the permanent clerks and recommend that the extra clerk's services be discontinued. All fees recovered should be credited to Revenue. The volume of transfer and sale notice work in this office is very small and can be easily undertaken by the permanent staff.

332. *Binding Allowance, Deputy Fiscal's Office, Hambantota.*—The Process Server of the Town area is paid an allowance of Rs. 11 per annum for attending to binding work in the office. The Deputy Fiscal has agreed to the discontinuance of this allowance when the present holder of the post retires.

333. *Fees to Medical Officers for Judicial Work.*—Fees are paid to the Government Medical Officers for Judicial work at the following rates.—

	Rs. c.
(a) <i>Inquests.</i> —For attendance and examination at an inquest	10 50
(b) <i>Post Mortem Examinations.</i> —For making a post mortem examination, making a report and giving evidence thereon	21 0
(c) <i>Analyses.</i> —For making a complete analysis of the contents of the stomach or intestines or any of the internal organs and drawing up a report thereon and giving evidence before the inquirer if so desired	10 50
(d) <i>Scientific Examinations.</i> —For the examination (physical, chemical, and microscopical) of any substance or instrument sent to the Medical Officer and for drawing up a report thereon and giving evidence before the Inquirer if required	10 50
(e) <i>Hurt, &c.</i> —For the examination of and for supplying a detailed report to Court on all cases of injury	5 0
(f) <i>Special Examinations.</i> —For the examination of, and for supplying a detailed report to Court on, all cases of exceptional nature which do not come under the definition of the terms simple or grievous hurt— <i>e.g.</i> , concealment of birth, &c.	5 0
(g) <i>Insanity.</i> —For examining and certifying in cases of insanity	10 50

These rates, which were fixed many years ago, do not appear to have been revised in 1932 and 1933 when there was a general revision of the rates of travelling allowances and certain fees. In regard to the fees paid to Unofficial Magistrates for holding inquests a permanent reduction of 25 per cent. was made in 1933. The fee of Rs. 10. for an inquest was reduced to Rs. 7.50. The fee of Rs. 3. paid to ordinary inquirers was reduced to Rs. 2.50.

Consistent with the reductions we have recommended in the rates of travelling allowances and the fees paid to Government Officers, we consider that the fees paid to Medical Officers in respect of inquests, &c., should also be reduced. We recommend that the fee of Rs. 10.50 for (a), (c), (d) and (g) above be reduced to Rs. 7.50 and the rate of Rs. 21 for (b) to Rs. 15.

CHAPTER XXXIII.

HEAD 19.—FINANCIAL SECRETARY.

334. *Financial Secretary*.—We have dealt with this post along with other posts of Officers of State in Chapter V. of this Report.

335. *Arachchi*.—The salary of this post was raised with effect from October 1, 1937, from Rs. 300—6—444 to Rs. 420—12—600. We have assigned to the Chief Secretary's and the Legal Secretary's Arachchies a salary scale of Rs. 360—12—480. We assign the same scale to this post.

CHAPTER XXXIV.

HEAD 20, TREASURY.

336. *Investigating Officer*.—The Select Committee on Salaries and Cadres in paragraph 618 of Sessional Paper VIII. of 1934 stated.—

“*Investigating Officer of Office Systems*.—This post did not exist when Sessional Paper XII. of 1932 was written; the post of ‘Investigating Officer’ referred to in that Sessional Paper has been abolished. The post at present under consideration is a staff post, on the salary scale Rs. 4,500—350—6,600; provision was first made for it in the 1933-34 Estimates. The present scale is that assigned by the Commissioners and by us to Class III. of the Civil Service; we consider it appropriate, and recommend that no reduction be made.”

Non-new-entrant officers of the Public Service receiving non-normal promotion to Class III. of the Civil Service have been placed on the salary scale Rs. 5,400—400—7,800. Since the salary assigned to this post in the Sessional Paper VIII. of 1934 scheme is the same as that of Class III. of the Civil Service, the officer appointed to this post, being a non-new-entrant to the Public Service, was placed on the salary scale Rs. 5,400—400—7,800. This is the salary now appearing in the Estimates. We assign to this post the salary scale Rs. 3,600—300—6,000, which preserves its existing grading.

337. *Punch Operators*.—The draft Estimates for 1939-40 provide for 2 Punch Operators on the salary scale Rs. 420—50—720. This scale is the same as that assigned in Sessional Paper VIII. of 1934 to Female Telephonists of the Post and Telegraph Department. We assign to these posts the salary scale Rs. 360—30—900 (E.B. before Rs. 630).

338. *Head Operator and Operator, Duplicating Section*.—The Head Operator is at present on the salary scale Rs. 450—15—540, and the Operator on the salary scale Rs. 300—6—444. We understand that as there is no essential difference in the work of the two Operators, the Treasury has included provision in the Estimates for 1939-40 for the Operator also on the salary scale Rs. 450—15—540. We see no objection to this course. We consider that new entrants to both these posts should be paid salary on the scale Rs. 360—12—480.

339. *Valuation Division*.—We have dealt with this Division in our Chapter on the Valuation Department.

ALLOWANCES.

340. *Allowance to Clerks for compilation of the Annual Estimates—Rs. 600 per annum*.—We are informed that this is not an allowance in the strict sense, but that it is more in the nature of an allocation for overtime to those clerks who are required to work under exceptional pressure during the preparation of the Annual Estimates. We also note that in the computation of overtime, only work done on Sundays and public holidays is taken into account. We are satisfied that this allowance is fully justified and recommend its retention.

341. *Outfit Allowance*.—Government scholars and officers in the Public Service sent abroad for special training are at present granted an allowance of Rs. 750 to

meet their outfit expenses. We consider that one should be able to purchase the necessary outfit at a cost very much less than Rs. 750. We recommend, therefore, that the outfit allowance should, in future, be fixed at Rs. 500.

CHAPTER XXXV.

HEAD 23.—WIDOWS' AND ORPHANS' PENSION OFFICE.

342. The expenses of working the Widows' and Orphans' Pension Office is met partly by Government and partly by the Fund in the proportion of three-fourths to one-fourth.

343. Up to October 1, 1938, all expenses were met in the first instance by the Fund and the Government share subsequently recovered and credited to it. In the 1938-39 Estimates this Office has been provided for as a Government Department; the share payable by the Fund will be recovered and credited to Revenue.

344. *Clerks.*—The clerks now employed in the Widows' and Orphans' Pension Office are members of the Departmental Clerical Service. They will be replaced by members of the General Clerical Service as vacancies occur. No recommendation in regard to salary scales of these clerks is, therefore, called for.

CHAPTER XXXVI.

HEAD 25.—CURRENCY.

345. All the posts provided under this Head fall within some general category which has already been dealt with elsewhere.

CHAPTER XXXVII.

HEAD 26.—LOAN BOARD.

346. All the posts under this Head fall within some general category which has been dealt with elsewhere.

ALLOWANCES.

347. *Allowance to Secretary, Loan Board.*—*Rs. 1,500 per annum.*—The holder of the post of Secretary, Loan Board, is the Financial Assistant and Accountant of the Treasury who performs the duties of Secretary, Loan Board, in addition to his normal duties. This is an economical arrangement as otherwise a full-time Secretary would have to be appointed. The duties involve considerable extra work and responsibility. In our view, however, the allowance is somewhat excessive; we recommend its reduction to Rs. 1,200 per annum when the present holder vacates the post.

348. *Allowance for the preparation of half-yearly dividends.*—*Rs. 480 per annum.*—We were informed that the preparation of the half-yearly dividends is done mostly outside office hours and that the amount is distributed as follows.—

	Rs.
Chief Clerk	250
Second Clerk	150
2 Typists	80 (paid at piece rate)
	480

We find that the amount of overtime worked by the Chief Clerk and the Second Clerk does not justify the payment of the amounts now drawn by them. We consider that the allowance should be reduced to Rs. 360 per annum, and distributed in proportion to the overtime worked and the salary of the officers.

CHAPTER XXXVIII.

HEAD 27.—GOVERNMENT STORES.

349. In paragraphs 372-375, 1210-1211 and 1362-1369 of Part I. of our Report we have recommended the amalgamation of the Public Works Department Stores and Railway Stores with the Government Stores. In this Chapter we deal with the salaries of the staff required for the amalgamated Stores.

350. *Government Storekeeper*.—The pre-Sessional Paper VIII. of 1934 scale of this post is £700—30—850. The Select Committee on Salaries and Cadres for reasons stated in paragraph 189 of Sessional Paper VIII. of 1934 assigned to this post the salary scale Rs. 7,600—400—9,600.

351. In paragraph 375 of Part I. of our Report we stated.—

“ The amalgamation of the Railway and the Public Works Department Stores with the Government Stores will increase the responsibility of certain staff officers, for which, we consider, they should be adequately compensated. We are aware that under existing conditions the Treasury is already of the opinion that the present Government Storekeeper who has been on the maximum (£850) on the scale £700—30—£850 for the last fifteen years, is inadequately paid for his present responsibility. Our proposal to bring the Railway and Public Works Department Stores under his charge will increase his responsibility further and make the case for the enhancement of his salary very much stronger. We recommend that, as soon as the scheme of amalgamation has been approved by Government, the Treasury should take up again the question of an increase of salary to the present Government Storekeeper and see that the matter is settled satisfactorily.”

352. The Sessional Paper VIII. of 1934 scale for the post of Government Storekeeper is a segment of the scale assigned in that Sessional Paper to Accountants, Class II. : the corresponding segment of our scale for Accountants, Class II., is Rs. 6,480—240—8,400. We consider this salary inadequate even for the present duties and responsibilities of this post. When the scheme of amalgamation of the Public Works and Railway Stores with the Government Stores is put into effect the duties and responsibilities of this post will considerably increase. We therefore assign to this post the same salary scale as we have assigned to the heads of other small departments, viz., Rs. 9,120—8 of 360—12,000. This salary is of course payable only in the event of the proposed amalgamation being approved. If the scheme of amalgamation is abandoned this post should carry a salary scale of Rs. 8,040—6 of 360—10,200 which is the same as that assigned by us to Accountants and Audit Officers, Class I.

353. We do not make any recommendation in this Report in regard to the salary to be assigned to the present Storekeeper in the event of the Railway Stores being amalgamated with the Government Stores. That question must be settled at the proper time by the competent authority.

354. *Deputy Government Storekeeper*.—Under the scheme of amalgamation referred to, the present Assistant Government Storekeeper will function as the Deputy on the Government side and the present Railway Storekeeper as the Deputy on the Railway side, but there will eventually be only one officer in this grade. To this post of Deputy we assign the salary scale Rs. 6,240—9 of 240—8,400, which is the same as that recommended by us for Accountants and Audit Officers, Class II. We consider this an appropriate grading for the post of Deputy of the amalgamated department.

355. In paragraph 375 of Part I. of our Report we stated.—

“ The present Railway Storekeeper who is on the scale £660—30—£810 will continue to receive salary on that scale in his new post. The present Assistant Government Storekeeper, therefore, who has been drawing his maximum of £650 since 1926 and who under our proposal will be raised to the status of the Deputy Government Storekeeper on the Government Stores Section should also, in our opinion, receive an adequate increase of salary. We do not consider that the responsibility of any other officer now in service

either in the Railway or in the Government Stores would be affected by the process of the proposed amalgamation. There will, therefore, be no case for adjustment of any other salaries."

We are not concerned in this Report with the salaries to be assigned to existing officers on their transfer to the grade of Deputy. This is a matter for settlement by the competent authority when the amalgamation has taken place.

356. *Assistant Government Storekeepers (2)*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of the posts of Assistant Government Storekeeper and Assistant Railway Storekeeper are £450—25—650 and Rs. 4,800—240—7,200 respectively. We assign to these posts the same salary scale as we have assigned to Class IV. Accountants, viz., Rs. 3,120—5 of 180—4,020—Efficiency Bar—Rs. 4,200—7 of 180—Rs. 5,460. We consider this an appropriate salary for this grade.

357. *Probationer*.—For this post we assign the salary scale Rs. 2,400—120—3,000. We have assigned the same scale to various other Probationers.

We suggest that no Probationer should be recruited except in anticipation of actual vacancies in the grade of Assistant Government Storekeeper.

358. *Clerical and Store-keeping*.—In the Government Stores, clerical work is performed by members of the General Clerical Service. In the Railway Stores this work is attended to by Storemen and Officers of the Railway Clerical Service. We consider that as each Storeman retires his place should be filled by a member of the reconstructed General Clerical Service. It is, therefore, unnecessary to assign salaries to future entrants to the grade of Storeman.

359. *Magazine Keeper, Warehouseman, Wharf Clerk*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales and the scales we propose for these posts are shown below :

	Pre-Sessional Paper VIII. of 1934 scales.	Sessional Paper VIII. of 1934 scales.	Proposed scales.
	Rs.	Rs.	Rs.
Magazine Keeper	.. <u>1,800—2,800</u> 10 of 100	.. <u>1,440—2,240</u> 8 of 100	.. 1,200—2,040 5 of 48, 10 of 60 (E. B. before 1,560)
Warehouseman	.. <u>1,320—2,400</u> 10 of 108	.. <u>1,056—1,920</u> 8 of 108	.. 900—1,800 10 of 48, 7 of 60 (E. B. before 1,380)
Wharf Clerk	.. <u>600—1,200</u> 12 of 50	.. <u>480—1,200</u> 24 of 30	.. 480—1,260 26 of 30 (E. B. before 900)

We consider these salaries adequate to recruit to these posts a suitable type of officer.

360. *Supervisor of Labour (Rs. 720—30—1,200)*.—A Clerk in Class III. of the General Clerical Service held this post which, for departmental purposes, was designated Supervisor of Labour. He retired in July, 1935, and as the duties of the post were not normal clerical duties it was removed from Class III. of the Clerical Service and separately itemised in the Estimates for 1935-36. We assign to this post the salary scale Rs. 480—30—1,260 (E. B. before Rs. 900).

361. *Machine Minders (Railway)*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this grade are Rs. 600—30—990 and Rs. 480—24—792 respectively. We propose for this grade a salary scale of Rs. 420—6 of 18, 8 of 24—720.

362. *Bungalow Staff*.—We do not propose any revision of the Sessional Paper VIII. of 1934 scales of these employees.

ALLOWANCES.

363. *Allowance to Financial Clerk—Rs. 600 per annum*.—This allowance is being paid on the grounds that the Financial Clerk has been assigned extra responsibility in regard to payments, and that his accounting duties are heavy. We are generally opposed to the granting of allowances of this nature—particularly so if

the recipient is an officer of Class I. or the Special Class of the Clerical Service. As we have stated elsewhere, members of these Classes are expected normally to shoulder greater responsibilities than those borne by junior officers. So long as this post is held by an officer in Class II. we have no objection to the payment of an allowance, but recommend that the amount should be reduced to Rs. 360 per annum when there is a change in the holder of the office.

364. *Overtime, Rickshaw and Boat Allowances.*—There is provision for the following payments:—

	Rs.
(a) To the officer in charge of the Branch Store at the old Railway Workshop, Maradana	240
(b) To the officer in charge of the Lotus Pond Store	240
(c) To the officer in charge of the Cement Store	240
(d) To the officer in charge of Manning Market Store (rickshaw allowance) ..	180
(e) To the Landing Supervisor (rickshaw and boat allowance)	240

The allowances at (a), (b) and (c) are paid on account of overtime work performed by the officers concerned between 8 A.M. and 9 A.M. every working day in making issues from the respective Branch Stores. We have no objection to their retention until the Stores are centralized and the necessity for working overtime ceases to exist.

As regards (d), this is a rickshaw allowance drawn by the Officer-in-charge of the Paper Store at the Manning Market. This Store is shortly being removed to the Railway Goods Shed and the allowance will be unnecessary as soon as the centralization of the Stores comes into effect.

As regards (e), this allowance is paid to the Landing Supervisor who has to visit ships as well as the Chalmers Quay and various warehouses, and is intended to cover travelling by boat as well as by rickshaw. We are satisfied that this allowance is justified.

365. *Allowance to Caretaker, King's House, Jaffna, for looking after the Dutch Church inside the Fort*—Rs. 60 per annum.—We are satisfied that this allowance is necessary and have no objection to its retention.

CHAPTER XXXIX.

HEAD 28.—GOVERNMENT PRESS.

366. *Government Printer.*—The Select Committee on Salaries and Cadres in paragraph 199 of Sessional Paper VIII. of 1934 stated—

“ The present scale is £700—30—850; the Colonial Storekeeper and the Government Veterinary Surgeon are at present on the same scale. We do not consider the Commissioners' scale, Rs. 5,400—6 of 300—7,200 adequate; we recommend the scale Rs. 7,600—5 of 400—9,600, that assigned by us to the Colonial Storekeeper and the Government Veterinary Surgeon. We see no reason to disturb the existing relationship between the salaries of these posts; we regard the scale we propose as no more than sufficient for the very responsible post of Government Printer.”

The post of Government Veterinary Surgeon has since been replaced by a new post of Deputy Director, Animal Husbandry and Government Veterinary Surgeon, on the salary scale £1,000—50—1,200—(vide paragraph 544 of this Report). For the post of Government Storekeeper we have assigned the scale Rs. 9,120—8 of 360—12,000, in the event of the scheme of amalgamation of the Public Works and Railway Stores with the Government Stores being approved, and the scale Rs. 8,040—6 of 360—10,200 in case the proposed amalgamation is abandoned. We assign to the post of Government Printer the salary scale Rs. 8,040—6 of 360—10,200. We consider this the appropriate grading for this important post.

367. *Works Manager*.—The Select Committee on Salaries and Cadres in paragraph 200 of Sessional Paper VIII. of 1934 stated—

“ At present a fixed salary of £650 per annum is attached to this post. We think that the salary should be the same as that of the 1st Assistant Colonial Storekeeper to which we have assigned the scale Rs. 4,800—10 of 240—7,200. We do not consider the Commissioners’ scale, the maximum salary of which is less than Rs. 500 per month, sufficient for an officer possessing the knowledge, ability, and organizing capacity required of the Works Manager.”

(The salary scale Rs. 6,000—300—8,400 now appearing in the Estimates is that assigned to the present Works Manager on his promotion to this post.)

We have assigned to the post of First Assistant Government Storekeeper, which under our proposals will be designated Deputy Government Storekeeper, the salary scale Rs. 6,240—9 of 240—8,400 and we assign the same scale to this post. Our reasons for disturbing the existing position of this post relative to the salaries we have assigned to other staff posts in the Public Service are similar to those contained in the previous paragraph.

We have already reported in paragraph 390 of Part I. of our Report on a request of the Government Printer for an improvement of his remuneration and that of the Works Manager.

368. *Assistant Works Manager*.—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 4,000—200—6,000. The Salaries and Cadres Commission of 1932 recommended for this post a salary scale of Rs. 3,200—160—4,800 but the Select Committee on Salaries and Cadres assigned a lower scale for reasons contained in the following extract from Sessional Paper VIII. of 1934.—

“ 201. We hope that future occupants of this post will rise to that of Works Manager, and ultimately to that of Government Printer. We consider that it should be filled by a young man who should, while in it, be afforded the opportunity of becoming familiar with every aspect of the work of the Press. We suggest the scale Rs. 2,400—150—3,900. The maximum salary of the scale is slightly less than that recommended by the Commissioners, but we think it should be sufficient to attract the type of man we have in mind, when his prospects of promotion to the higher posts of the department are taken into consideration.”

We agree with the Select Committee that this post should be filled by a young man who, while in it, should be afforded the opportunity of becoming familiar with every aspect of the work of the Press; but we are doubtful whether a training of this nature would adequately equip the selected candidate to fill, with acceptance, the posts of Works Manager and Government Printer. We, therefore, recommend that when the retirement of the present holder of this post is in sight, a suitable graduate should be selected for training and eventual appointment to this post; he should be given a course of training in both practical and theoretical printing in the United Kingdom. For such a person we recommend the following scale:—

		2,400—3,000
While in training .. ..	..	5 of 120
		3,300—6,000
On confirmation, after successful completion of training ..	..	15 of 180
		(E.B. before Rs. 4,560)

The Assistant Works Manager should not be promoted to the post of Works Manager until he has at least passed the efficiency bar before Rs. 4,560.

369. *Printer’s Engineer*.—Prior to October, 1936, this post was designated Printer’s Fitter and was filled by an Overseas Officer on agreement on a salary of £600 per annum. The present salary of the post, viz., Rs. 4,000—180 and 120—7,000, is that of Assistant Engineers of the Public Works Department. The

Select Committee on Salaries and Cadres for reasons stated in paragraph 203 of Sessional Paper VIII. of 1934 assigned to this post the salary scale they proposed for Assistant Engineers, Grade II., of the Public Works Department, viz., Rs. 4,000—180—5,800.

In paragraph 379 of Part I. of our Report we stated.—

“ This officer is engaged mainly on the maintenance of the printing machinery and repairs when necessary. The present holder of the post was recruited from the Public Works Department and placed on the special salary scale of Rs. 4,000—180 and 120—7,000. The Government Printer has suggested that it would be possible to replace him by an officer in receipt of a smaller salary, provided that the services of the present Engineer are made available to the Press in a consulting capacity if the necessity arises, for a period of about two years. We see no objection to the Printer's suggestion being adopted. The services of the present Engineer could be more advantageously utilized in some other mechanical engineering department than in his present post.”

We assign to this post the salary scale Rs. 1,740—14 of 90—3,000 (Efficiency Bar before Rs. 2,460) which, in our view, is adequate remuneration for the duties of this post.

370. *Superintendents*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are.—

	Pre-Sessional Paper VIII. of 1934 scales.	Sessional Paper VIII. of 1934 scale.
	Rs.	Rs.
Composing ..	3,000—150—4,500	} 3,000—150—4,800
Binding ..	£400*	
Machine ..	£400*	
Composing Machinery ..	3,000—150—4,500	

We assign to this grade the salary scale Rs. 2,400—15 of 120—4,200 (Efficiency Bar before Rs. 3,360), which is appropriate relative to the salaries we have assigned to comparable grades in the Public Service.

371. *Superintendent, Machine, in training; Apprentice to the Superintendent, Composing*.—These posts have been discussed in paragraph 206 of Sessional Paper VIII. of 1934. These are temporary posts; it is therefore unnecessary to assign salaries to them.

372. *Foremen*.—At the time the Select Committee on Salaries and Cadres reported there were 7 Foremen on the following scales of salary.—

Foremen :	Rs.
Composing ..	1,610—60—2,090
Type Stores } ..	1,400—60—2,000
Vernacular } ..	
Stamp Room } ..	1,260—60—1,800
Binding } ..	
Monotype Keyboards } ..	1,200—45—1,650
Machine } ..	

The Select Committee on Salaries and Cadres proposed a regrouping of these posts and the following scales of salary.—

Foremen :	Rs.
Composing ..	1,288—7 of 48, 1 of 24—1,648
Binding } ..	1,120—48—1,600
Machine } ..	
Monotype Keyboards } ..	1,008—48—1,440
Type Stores } ..	
Vernacular } ..	
Stamp Room }	

* (Agreement salary for Overseas Officers).

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The post of Foreman, Type Stores, was abolished in 1936-37, and in the same year the designation of the post of Foreman, Monotype Keyboards, was changed to "Foreman, Composing Machinery."

We assign to these posts the following scales of salary.—

Foremen :				Rs.	
Composing	..	..	1,200—42—1,620	
Binding	}	..	..	1,020—36—1,560
Machine					
Vernacular					
Stamp Room					
Composing Machinery		960—36—1,320	

373. *Clerks.*—In 1934 only 10 clerical appointments in this Department appeared separately itemised in the Estimates on the following scales of salary.—

1 at Rs. 2,100—100—3,000
3 at Rs. 1,320—75—1,920
6 at Rs. 540—36—1,260

To these posts the Select Committee on Salaries and Cadres assigned the following scales.—

1 at Rs. 1,800—64—2,568
3 at Rs. 1,200—60—1,560
6 at Rs. 480—30—1,200

The remainder of the clerical staff was provided for under Division 'A' of the Working Staff, or under the labour vote. With effect from October 1, 1936, this Clerical Service was reorganized into a departmental Clerical Service consisting of 1 Class I., 5 Class II., and 26 Class III. clerks on the above scales of pay.

We assign to this Service the following scheme of salary.—

				Rs.
Grade I. (1 post) .. ..	..	..	..	1,740—2,280
				9 of 60
Grade II. (5 posts*) .. ..	..	..	..	1,296—1,620
				9 of 36
Grade III. (26 posts) .. ..	..	..	..	480—1,260
				26 of 30
				(E.B. before Rs. 900)

This is an adaptation from the salary scales we have proposed for all departmental clerical services.

374. *Readers.*—The pre-Sessional Paper VIII. of 1934, and the Sessional Paper VIII. of 1934 scales of these posts are.—

		Pre-Sessional Paper VIII. of 1934 scales.		Sessional Paper VIII. of 1934 scales			
		Rs.		Rs.			
1 at ..	..	2,250—75—3,000	..	1,800—60—2,400	..		
1 at ..	..	1,140—60—1,440	..	912—48—1,152	..		

In the 1934-35 Estimates the salary scale of the second post of Reader was altered to Rs. 1,008—48—1,440. We assign to these posts the following scales of salary.—

				Rs.
Head Reader .. ..	..	..	..	1,500—60—2,280
Second Reader .. ..	..	..	..	960—36—1,320

* With regard to the number of posts in Grade II., please see paragraph 383 of Part I. of our Report.

375. *Working Staff*.—The Select Committee on Salaries and Cadres in paragraph 209 of Sessional Paper VIII. of 1934 stated.—

“ *Working Staff*.—We understand that there will be no future entrants to these grades. Future workmen of this class will be on daily pay.”

We have not therefore, assigned salaries for these grades. In this connection reference is also invited to paragraph 384 of Part I. of our Report.

ALLOWANCES.

Charge Allowances to Readers, Revisers and Clickers.—These allowances are paid as follows.—

1 Reviser at	Rs. 90 per annum
8 Readers at	Rs. 60 per annum
12 Clickers at	Rs. 60 per annum

We are satisfied that these allowances are necessary, and recommend their retention.

CHAPTER XL.

HEAD 29.—DEPARTMENT OF INCOME TAX, ESTATE DUTY AND STAMPS.

376. *Commissioner*.—The salary provided for this post in the Estimates for 1938-39 is £1,600—50—1,750, but it is at present filled by a member of the Civil Service, who has been seconded to it on a special salary of £1,400—50—1,750. The Sessional Paper VIII. of 1934 salary scale of this post is Rs. 18,000—2 of 900—19,800. The salary scales £1,600—50—1,750 and Rs. 18,000—900—19,800 are the pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of Class I., Grade I., of the Civil Service. To Class I., Grade I., of the Civil Service we have assigned a fixed salary of Rs. 18,000, and we assign the same salary to this post.

377. *Assistant Commissioners*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of Assistant Commissioners are £1,050—50—1,300 and Rs. 10,800—600—15,000 respectively which are segments of the Civil Service scale. We assign to this grade the salary scale Rs. 9,480—12 of 360—13,800, which is the corresponding segment of our scale for the Civil Service.

378. *Administrative Secretary*.—This post will be abolished—*vide* paragraph 396 (a) of Part I. of our Report. It is, therefore, unnecessary to assign a salary scale to it.

379. *Assessors*.—The salary history of this grade is contained in paragraph 217 of Sessional Paper VIII. of 1934. The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this grade are Rs. 7,600—2 of 400, 8 of 540—Rs. 12,720 and Rs. 6,900—11 of 300—10,200 respectively. We assign to this grade the salary scale Rs. 6,240—10 of 240—8,640, which substantially preserves the existing position relative to the salaries we have assigned to comparable grades in the Public Service.

380. *Assistant Assessors and Probationers*.—The salary history of this grade is contained in paragraph 218 of Sessional Paper VIII. of 1934. The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this grade are:

	Pre-Sessional Paper VIII. of 1934 scales.	Sessional Paper VIII. of 1934 scales.
	Rs.	Rs.
During the probationary period of two years	2,700	2,700
On confirmation	4,000—8,000	3,600—6,900
	8 of 250, 5 of 400	11 of 300 (E. B.
	(E. B. before Rs. 6,000)	before Rs. 5,400)

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We assign to this grade the following scale of salary which is appropriate relative to the salaries we have assigned to comparable grades :

While on probation	..	..	..	Rs. 2,400—3,000
				5 of 120
On confirmation	..	..	..	Rs. 3,300—6,000
				15 of 180
				(E. B. before Rs. 4,560)

No Assistant Assessor should be promoted to the grade of Assessor until he has at least passed the efficiency bar before Rs. 4,560.

381. *Gujerati Accounts Clerk.*—On March 26, 1935, the State Council agreed to make provision for the appointment of a Gujerati Accounts Clerk on the salary scale Rs. 1,260—108—2,448 (*vide* item 23 of the minutes of that day's meeting of the Council). The salary Rs. 1,260—108—2,448 is a segment of the salary scale assigned in Sessional Paper VIII. of 1934 to Class II. of the General Clerical Service. We assign to this post the salary scale Rs. $\frac{960-2,340}{23 \text{ of } 60}$ (E. B. before Rs. 1,740) which is that assigned by us to Grade II. of the Executive Clerical Class of the reconstructed General Clerical Service.

382. *Stamp Impressor and Vendor.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of this post are Rs. 1,500—120—2,460 and Rs. 1,260—108—2,124 respectively. We assign to this post the salary scale Rs. 960—60—1,800.

383. *Stamp Counter.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of this post are Rs. 690—45—870, Rs. 570—30—720 respectively. We understand that the holder of this post has recently been entrusted with additional work and responsibility and that it is proposed to alter his designation to Stamp Clerk. In the circumstances, we assign to this post the salary scale Rs. 480—30—1,320 (Efficiency Bar before 900).

CHAPTER XLI.

HEAD 30.—CUSTOMS.

384. *Principal Collector of Customs, Deputy Collector of Customs, Landing Surveyor.*—These posts are filled from the Civil Service. It is therefore unnecessary to assign salary scales for them.

385. *Assistant Collectors.*—Assistant Collectors are on the same salary scale as members of Class III. of the Civil Service. We have assigned to Class III. of the Civil Service the salary scale Rs. 3,600—8 of 300—6,000, and we assign the same salary to this grade.

386. *Customs Clerical Service.*—In considering the salary scales of the Customs Clerical Service, successive Salaries Commissions and Committees have taken into account the fact that members of that Service enjoy an unusual opportunity of earning overtime. The system under which overtime was paid made it possible for Customs officers to earn amounts disproportionately high in relation to the work performed. This gave rise to adverse comment, and on March 7, 1934, a Select Committee of the State Council was appointed to inquire into the administration of the Customs Overtime Fund and to make such recommendations regarding it as might appear necessary. The recommendations of this Committee are contained in Sessional Paper XXXI. of 1935.

387. Government considered these recommendations and altered the existing system with effect from January 1, 1938, by introducing a number of restrictions. Under the new scheme the maxima which officers of the Customs Clerical Service are allowed to earn in all forms of overtime work, are limited to the following percentages of their salary, viz.—

				Per Cent.
Special Class	..	..	..	60
First Class	..	..	..	} 50
Second Class, above the second efficiency bar	..	..	..
Second Class, above the first efficiency bar	..	..	..
Second Class, below the first efficiency bar but qualified by passing the lockers' examination	..	..	..	40
Those not qualified for warehouse overtime by failure to pass the lockers' examination	..	..	..	30

Officers in the Department at the end of 1936 have been allowed to draw from the Overtime Fund an allowance in lieu of half the overtime which officers of their status were able to earn in 1936: they have in addition been permitted to draw overtime fees on the new restricted basis up to the amount of the other half. This arrangement was intended to avoid the hardship of a sudden and serious reduction in the emoluments of existing officers and to tide over a period of transition until the experience of a year or two had shown how much the various classes of officers actually drew in earned overtime. It is then proposed to effect an adjustment of the basic salaries of these officers and to abolish the allowances. Departmental rules have also been framed laying down precisely what officers should attend during overtime for each Customs facility, and stating that officers should attend only when their services are actually required. Arrangements have also been made for a small stand-by staff to be always on duty to provide for emergencies.

388. Figures furnished by the Principal Collector of Customs to the Treasury disclose that, during 1938, members of the Customs Clerical Service have not been adversely affected financially by the new scheme. These figures are.—

				Percentage of Salary earned in Overtime.		
				1936.	1937.	1938.
Special Class	..	..	..	55·0	49·0	58·0
First Class	..	..	..	43·5	43·0	49·0
Second Class, over second efficiency bar	..	..	..	42·0	47·0	48·0
Second Class, over first efficiency bar	..	..	..	42·5	44·0	47·7
Second Class, below first efficiency bar (Lockers)	..	..	..	37·0	41·0	40·0

We observe, from the Treasury papers on the subject, that the Customs authorities regard the new scheme as satisfactory, from the point of view of the Customs Clerical Service, and desire its continuance indefinitely.

389. A noteworthy feature of the new scheme is that while the total number of hours a Customs officer was bound to be in attendance at the Customs premises to earn a certain percentage of salary in overtime has been almost halved, his remuneration has suffered practically no reduction. We suggest that this should be gone into by the Treasury.

390. When the Principal Collector of Customs appeared before the Select Committee of the State Council on Salaries and Cadres he urged, firstly, that the fact that officers of the Customs Clerical Service enjoy unusual opportunities of earning overtime should not be taken into consideration in fixing the basic salaries of this service; and secondly, that the scales assigned by the Select Committee to the General Clerical Service should be given to the Customs Clerical Service. The Select Committee for reasons stated in paragraph 229 of Sessional Paper VIII. of 1934 did not accept these suggestions. Nevertheless that Committee somewhat improved the salary scales proposed in Sessional Paper XII. of 1932 for the Customs Clerical Service, although, generally speaking, they adopted the scales

in Sessional Paper XII. of 1932 for comparable grades in other departments and services. The scales proposed by the Select Committee and those in force before are.—

	Pre-Sessional Paper VIII. of 1934 scales.	Sessional Paper VIII. of 1934 scales.
	Rs.	Rs.
Special Class :		
Chief Clerk ..	5,500	4,200
Chief Statistical Clerk ..	4,200	3,600
	<u>2,880—3,600</u>	<u>2,460—3,000</u>
Class I. :	4 of 180	5 of 108
	<u>600—2,760</u>	<u>576—2,352</u>
Class II.	8 of 90 and 12 of 120	8 of 90 and 11 of 96
	(Efficiency Bars before Rs. 1,440 and Rs. 2,160)	(Efficiency Bars before Rs. 1,392 and Rs. 1,968)

391. We recommend for this service the following scales of salary.—

	Rs.
Class I. :	
Special Grade: 1 at ..	3,960
*1 at ..	3,600
1 at ..	3,360
Grade I. ..	<u>2,340—3,180</u>
	10 of 84
	<u>900—2,280</u>
Grade II. ..	10 of 48, 15 of 60
	(Efficiency Bar before Rs. 1,560)
Class II. :	1,296—1,620
Grade I. ..	<u>9 of 36</u>
	<u>480—1,260</u>
Grade II. ..	26 of 30
	(Efficiency Bar before Rs. 900)

These salaries are the same as those we propose for all departmental clerical services and have been fixed without reference to possible earnings in overtime.

392. Recruitment to this service and promotion from grade to grade should be governed by the same principles as those we have proposed for the reconstructed General Clerical Service.

393. Overtime is now paid to members of the Customs Clerical Service at the following rates :

	Rs. an hour.
Special Class	1 70
First Class	1 70
Second Class, above second efficiency bar ..	1 30
Second Class, above first and below second efficiency bar ..	1 0
Second Class, below first efficiency bar ..	0 60

When the scales proposed by us become effective, we recommend that these rates should be revised to bring them into line with the reduced salaries.

394. As regards numbers, we understand that owing to the large number of responsible posts, such as those of warehouse officer, that the Customs Clerical Service is required to fill, it may not be possible to adopt without modification the ratios proposed for the reconstructed General Clerical Service. We therefore leave the details of the scheme including the question of the ratios to be settled

* To be filled only when the post of Accountant is suppressed.

by the Treasury in consultation with the Principal Collector of Customs and the Deputy Chief Secretary subject to one proviso, viz., that the ratios should not be more favourable than—

Class I. to Class II.—1: 1

Class II.; Grade I. to Grade II.—1: 4

Class I.; Special Grade and Grade I. to Grade II—1: 3

The ratios and promotions to the Appraising, Preventive and other Customs Services will unduly accelerate promotion in this service. We, therefore, recommend that no member of the Customs Clerical Service Class II. Grade II. should be promoted to Grade I. until he has attained a salary of Rs. 1,050 per annum, and that no member of Class I. Grade II. should be promoted to Grade I. of that class until he has passed the efficiency bar before Rs. 1,560.

395. At present officers are transferred from the Customs Clerical Service to the other Customs Services and *vice versa*, salaries of transferred officers being regulated by sanctioned conversion tables which are reproduced below for easy reference:

The 1922 Departmental Conversion Table.

Year		Customs Clerical	Appraiser's	Preventive
		Service.	Department.	Staff.
		Rs.	Rs.	Rs.
1	.. Class II.	600	—	1,200
2	..	690	—	1,320
3	..	780	—	1,440
4	..	870	—	1,560
5	..	960	1,800	1,680
6	..	1,050	1,920	1,800
7	..	1,140	2,040	1,920
8	..	1,230	2,160	2,040
9	..	1,320	2,280	2,160
		— E.B.	— E.B.	— E.B.
10	..	1,440	2,400	2,280
11	..	1,560	2,520	2,400
12	..	1,680	2,640	2,400
13	..	1,800	2,760	2,400
14	..	1,920	2,880	2,520
15	..	2,040	3,000	2,640
		— E.B.	—	— E.B.
16	..	2,160	3,000	2,760
			— E.B.	
17	..	2,280	3,120	2,880
18	..	2,400	3,240	3,000
19	..	2,520	3,360	3,120
20	..	2,640	3,480	3,240
21	..	2,760	3,600	3,360
22	.. Class I.	2,880	3,720	3,480
			— E.B.	
23	..	3,060	3,840	—
24	..	3,240	3,960	3,550
25	..	3,420	4,080	3,550
			— E.B.	
26	..	3,600	4,200	3,700
27	..	—	4,200 Chief	3,700
28	..	—	4,200 Assait.	3,850
29	..	—	4,400 ant	3,850
30	..	—	4,600	4,000
31	..	—	4,800 Preven-	4,500—6,000
			tive	
			Officer	250
	Second Assistant	..	5,000	
			5,200	
			5,400	
	Chief Assistant	..	5,400	
			5,600	
			5,800	

Note.—Officers in the Appraisers' Department drawing over Rs. 3,600, or in the Preventive Service drawing more than Rs. 3,360, who are transferred to the General Service, will be placed upon the maximum salary of Class II. of that service, viz., Rs. 2,760.

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The 1934 Departmental Conversion Table.

Year.	Customs Clerical Service.	Appraisers' Department.	Preventive Staff.	
	Rs.	Rs.		Rs.
1 ..	Class II. 576 ..	— ..	— ..	1,092
2 ..	666 ..	— ..	— ..	1,188
3 ..	756 ..	— ..	— ..	1,284
4 ..	846 ..	— ..	— ..	1,380
5 ..	936 ..	1,560 ..	— ..	1,476
6 ..	1,026 ..	1,656 ..	— ..	1,572
7 ..	1,116 ..	1,752 ..	— ..	1,668
8 ..	1,206 ..	1,848 ..	— ..	1,764
9 ..	1,296 ..	1,944 ..	— ..	1,860
	E. B. — ..	E. B. — ..	E. B. — ..	—
10 ..	1,392 ..	2,040 ..	— ..	1,956
11 ..	1,488 ..	2,136 ..	— ..	1,956
12 ..	1,584 ..	2,232 ..	— ..	1,956
13 ..	1,680 ..	2,328 ..	— ..	2,052
14 ..	1,776 ..	2,424 ..	— ..	2,148
15 ..	1,872 ..	2,424 ..	— ..	2,244
	E. B. — ..	E. B. — ..	— ..	—
16 ..	1,968 ..	2,520 ..	— ..	2,340
	— ..	— ..	E. B. — ..	—
17 ..	2,064 ..	2,616 ..	— ..	2,436
18 ..	2,160 ..	2,712 ..	— ..	2,532
19 ..	2,256 ..	2,808 ..	— ..	2,628
20 ..	2,352 ..	2,904 ..	— ..	2,724
21 ..	Class I. 2,460 ..	3,000 ..	— ..	2,820
22 ..	2,568 ..	3,096 ..	— ..	2,820
23 ..	2,676 ..	3,192 ..	— ..	2,820
24 ..	2,784 ..	3,288 ..	— ..	2,916
	— ..	E. B. — ..	— ..	—
25 ..	2,892 ..	3,384 ..	— ..	3,012
26 ..	3,000 ..	3,384 ..	Chief Assistant	3,132
27 ..	— ..	3,384 ..	Preventive Officer	3,252
28 ..	— ..	3,480 ..	— ..	3,372
29 ..	— ..	3,660 ..	— ..	3,660
30 ..	— ..	3,840 ..	— ..	3,840
	— ..	4,020 ..	— ..	4,020
	Second Appraiser and Postal Appraiser	4,200 ..	Preventive Officer	4,200
	— ..	4,380 ..	— ..	4,380
	— ..	4,560 ..	— ..	4,560
	— ..	4,800 ..	— ..	4,740
	— ..	4,980 ..	— ..	—
	First Appraiser	5,160 ..	— ..	—
	— ..	5,340 ..	— ..	—
	— ..	5,520 ..	— ..	—
	— ..	5,700 ..	— ..	—

Note.—Officers in the Appraisers' Department drawing over Rs. 2,904, or in the Preventive Service drawing more than Rs. 2,724, who are transferred to the General Service, will be placed upon the maximum of Class II. of that service, viz., Rs. 2,352.

396. When the Principal Collector of Customs forwarded the departmental conversion table, which we have reproduced above, to the 1922 Salaries Commission, he explained *inter alia*, as follows:—

“ It is intended that officers should be transferred between the Customs General Clerical Service and the Appraisers' Department and the Preventive Service as occasion requires, and for this purpose it is necessary that scales of corresponding salaries should be laid down. Officers in the Preventive Service will be normally recruited at the same age as those in the Customs General Clerical Service, while officers in the Appraisers' Department will, normally, probably be three to four years older at the time of joining that branch.

A Scheme of corresponding salaries has been drawn up on this basis, and is shown in Table C annexed. It is desired that year for year the post of an Appraiser should be made more attractive than that of a Preventive Officer, and the post of a Preventive Officer slightly more attractive than that of an officer in the Customs General Clerical Service. This has been provided for in the table of corresponding salaries, taking into account the fact that officers in the Customs General Clerical Service earn overtime, whereas those in the Appraising and Preventive Branches will not earn any overtime.

It should be noted that under this scheme an officer transferred, e.g., from the Customs General Clerical Service to the Appraisers' Department, and

then after a period of years re-transferred to the Customs General Clerical Service, will normally resume the position in the Customs General Clerical Service which he would have held had he not been transferred—a necessary provision if, as it is proposed, officers are to be transferable from one branch to another.”

397. It will be observed from the above quotation that the salaries of the Appraising and Preventive Services are higher than the salaries of the Customs Clerical Service partially at least by reason of the fact that the members of those services have no opportunity of earning overtime. When we assigned to the Customs Clerical Service salaries which took no account of Customs overtime fees the necessity for assigning higher salaries to the Appraising and Preventive Services, logically ceased to exist. But even under the new restricted basis a fair number of the members of the Customs Clerical Service will be able to earn, on an average, about 20 per cent. of their salary in overtime. It appears therefore equitable to assign to the Appraising and Preventive Services salaries somewhat higher than those we have assigned to the Customs Clerical Service. Bearing these factors in mind, we propose the following conversion table for regulating transfers of officers between the Customs Clerical Service, and the Appraising and Preventive Services and *vice versa*:

Proposed Departmental Conversion Table.

Year of Service	Customs Clerical Service.		Appraising Service.		Preventive Service.	
	Class I.	Grade I.	Assistant	Assistant	Assistant	Assistant
			Appraiser.	Appraiser.	Officer	Officer
	Grade II.	Grade I.	Grade II.	Grade I.	Grade II.	Grade I.
1						
2						
3						
4						
5						
6						
7						
8						
9	..	900	..	1,200	..	1,080
10	..	948	..	1,260	..	1,140
11	..	996	..	1,320	..	1,200
12	..	1,044	..	1,380	..	1,260
13	..	1,092	..	1,440	..	1,320
14	..	1,140	..	1,500	..	1,380
15	..	1,188	..	1,560	..	1,380
16	..	1,236	..	1,560	..	1,440
17	..	1,284	..	1,620	..	1,500
18	..	1,332	..	1,680	..	1,560
19	..	1,380	..	1,740	..	1,620
20	..	1,440	..	1,800	..	1,680
21	..	1,500	..	1,800	..	1,680
		—E.B.		—E.B.		—E.B.
22	..	1,560	..	2,340	..	1,740
23	..	1,620	..	2,424	..	1,800
24	..	1,680	..	2,508	..	1,860
25	..	1,740	..	2,592	..	1,920
				—E.B.		—E.B.
26	..	1,800	..	2,676	..	1,980
27	..	1,860	..	2,760	..	2,040
28	..	1,920	..	2,844	..	2,100
29	..	1,980	..	2,928	..	2,160
30	..	2,040	..	3,012	..	2,220
31	..	2,100	..	3,096	..	2,280
32	..	2,160	..	3,180	..	2,340
33	..	2,220	..	3,180	..	2,400
34	..	2,280	..	3,180	..	2,400
35	3,180	..	3,000
						3,120
						3,240
						3,360
						—
						3,480
						3,660
						3,840
						4,020
						4,200

Second Appraiser and Postal Appraiser	}	3,660 Chief 3,780 Assistant 3,900 Preventive 4,020 Officer	}	3,120 3,240 3,360 —
First Appraiser	}	4,200 4,380 4,560 Preventive 4,740 Officer 4,920 5,100	}	3,480 3,660 3,840 4,020 4,200

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Note.—(i.) Only officers in Class I. of the reconstructed Customs Clerical Service should receive transfers to the Appraising and Preventive Services and *vice versa*. The conversion table has been drawn up on this basis.

(ii.) Officers in Class I., Grade II. of the Customs Clerical Service transferred to the Appraising Service should be placed on the corresponding step in the scale of Assistant Appraisers Grade II.: officers in Class I. Grade I. of the Customs Clerical Service, on the corresponding step of the scale of Grade I. Assistant Appraiser. The same rule should apply, *mutatis mutandis*, to transfers from the Customs Clerical Service to the Preventive Service, and *vice versa*.

398. *Appraising Department*.—The pre-Sessional Paper VIII. of 1934 scales, the Sessional Paper VIII. of 1934 scales and the scales we propose are:—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.	Proposed Scales.
	Rs.	Rs.	Rs.
First Appraiser ..	5,400—5,800	4,800—5,700	4,200—5,100
Postal Appraiser ..	2 of 200	5 of 180	5 of 180
Second Appraiser ..	5,000—5,400	4,020—4,560	3,660—4,020
	2 of 200	3 of 180	3 of 120
	1,800—3,000		
Assistant Appraiser	10 of 120	1,560—3,840	Grade II. 1,200—2,520
	(Two years on Rs. 3,000 Efficiency Bars before Rs. 2,400 and Rs. 3,120)	20 of 96 & 2 of 180	22 of 60
	3,120—4,200	(Efficiency Bars before Rs. 2,040, Rs. 2,520 and Rs. 3,384; 2 years on Rs. 2,424 and 3 years on Rs. 3,384	(two years halts on Rs. 1,500 and Rs. 1,800 and E. B. before Rs. 1,860
	9 of 120		Grade I. 2,640—3,540
	(Three years on Rs. 4,200, Efficiency Bar before Rs. 3,840)		
	4,400—4,800		
	2 of 200		10 of 90 (E. B. before 3,000)

No Assistant Appraiser, Grade II., should be promoted to Grade I. until he has at least passed the Efficiency Bar before Rs. 1,860, and no Assistant Appraiser, Grade I., should be promoted to a higher post in the Appraisers' Service until he has passed the Efficiency Bar before Rs. 3,000. We leave the question of the numbers in the 2 grades of Assistant Appraisers to be laid down by the Treasury when the question of the ratio in the Customs Clerical Service is discussed and settled.

399. *Baggage Office Staff*.—The pre-Sessional Paper VIII. of 1934 and Sessional Paper VIII. of 1934 scales and the scales we propose for the Baggage Office Staff are:—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.	Proposed Scales.
	Rs.	Rs.	Rs.
Charges Officer ..	5,000—6,000	4,200—4,740	3,840—4,200
	4 of 250	3 of 180	2 of 180
Chief Assistant Charges Officers ..	4,000—5,000	3,300—4,020	2,580—3,660
	4 of 250	4 of 180	9 of 120
Assistant Charges Officers ..	2,400—3,600	1,944—3,000	1,440—2,400
	10 of 120	11 of 96	16 of 60 (Efficiency Bar before Rs. 2,040)

No Assistant Charges Officer should be promoted to a higher post in the Baggage Office Service until he has passed the efficiency bar before Rs. 2040.

400. *Preventive Service*.—The pre-Sessional Paper VIII. of 1934 and Sessional Paper VIII. of 1934 scales and the scales we propose are:—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.	Proposed Scales.
	Ra.	Ra.	Ra.
Preventive Officer ..	4,500—6,000	3,660—4,740	3,480—4,200
	6 of 250	6 of 180	4 of 180
Chief Assistant Preventive Officer ..	3,550—4,000	3,012—3,372	3,120—3,360
	3 of 150 (biennial)	3 of 120	2 of 120
	1,200—2,400	1,092—2,916	Grade II. 1,080—2,400
	10 of 120 (Three years on Rs. 2,400: Efficiency Bar before Rs. 2,280)	19 of 96 (E. B. before Rs. 1,956 and Rs. 2,436: 3 years on Rs. 1,956 and Rs. 2,820)	22 of 60 (two years' halts on Rs. 1,380 and Rs. 1,680 and Efficiency Bar before Rs. 1,740)
Assistant Preventive Officer ..	2,520—3,480		Grade I. 2,460—3,000
	8 of 120 (Efficiency Bar before Rs. 2,760)		6 of 90 (E. B. before Rs. 2,820)

No Assistant Preventive Officer, Grade II., should be promoted to Grade I. until he has at least passed the efficiency bar before Rs. 1,740, and no Assistant Preventive Officer in Grade I. should receive promotion to a higher post in the Preventive Service until he has passed the efficiency bar before Rs. 2,820. We leave the question of numbers in the two grades to be settled by the Treasury at the same time as ratios between the various grades of the Customs Clerical Service are settled.

401. *Shipping Office*.—The pre-Sessional Paper VIII. of 1934 and Sessional Paper VIII. of 1934 scales, and the scales we propose are:—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.	Proposed Scales.
	Ra.	Ra.	Ra.
Shipping Master ..	4,500—6,000	3,660—4,740	3,450—4,200
	6 of 250 (Efficiency Bar before Rs. 4,750)	6 of 180 (Efficiency Bar before Rs. 3,840)	5 of 150
*Assistant Shipping Master ..	3,000—4,260	2,580—3,540	2,040—3,300
	7 of 180	8 of 120	21 of 60 (Efficiency Bar before Rs. 2,700)

No Assistant Shipping Master should be promoted to the post of Shipping Master until he has passed the efficiency bar before Rs. 2,700.

402. *Tide Surveyors and Lockers*.—The pre-Sessional Paper VIII. of 1934 scales, the Sessional Paper VIII. of 1934 scales and the scales we propose are:—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.	Proposed Scales.
	Ra.	Ra.	Ra.
Grade I.	720—1,080	678—1,038	630—900
	8 of 45	10 of 36	9 of 30
Grade II.	510—660	480—630	456—600
	5 of 30	5 of 30	6 of 24

* In this connection please see paragraph 409 of Part I. of our Report.

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403. *Telephone Operators (Rs. 420—15—600.)*—The Sessional Paper VIII. of 1934 scale is Rs. 360—12—480. We propose no change in this scale.

404. *Tide Waiters.*—The Sessional Paper VIII. of 1934 scale of this grade is Rs. 240—14 of 12—408. We assign to this grade the salary scale Rs. 240—15 of 12—420.

405. *Driver for Motor Van.*—The present scale of this post is Rs. 480—24—600. We propose no change.

406. *Crew for Trincomalee Launch.*—The present scales which are also the Sessional Paper VIII. of 1934 scales are:—

Driver	..	..	..	Rs. 720
Succany	..	..	..	Rs. 624

We propose no change in the salary of the Driver, but we consider that the Succany should be paid salary at Rs. 540 per annum.

ALLOWANCES.

407. *Allowances to Officers on account of Overtime.*—The allowances provided for at present are.—

	Rs.
1 Sub-Collector, Talaimannar	2,000
1 Landing Waiter Talaimannar	1,500
1 Landing Waiter, Talaimannar	1,000
1 Tide Surveyor, Colombo Baggage Office	480
4 Tide Surveyors, Preventive Staff, Colombo, each	360
1 Tide Surveyor, Preventive Staff, Colombo	240

With regard to the allowances paid to the officers stationed at Talaimannar. the Select Committee of the State Council on Salaries and Cadres recommended (Sessional Paper VIII. of 1934) that "they be reduced by 20 per cent. if and when they are paid to future entrants to the Public Service". They considered, however, that these allowances should be subject to reconsideration by the Select Committee of the State Council which was appointed to report on the Customs Overtime Fund. This Select Committee recommended (Sessional Paper XXXI. of 1935) the reduction of the allowances to the following.—

	Rs.
1 Sub-Collector	1,200
1 Landing Waiter	900
1 Landing Waiter	600

The existing rates were fixed at a time when the clerical officers of the Customs Department were earning a larger amount than at present as overtime fees. Further, although the officers at Talaimannar are regarded as being on duty throughout, the actual overtime worked by them is not considerable. We have given the matter our careful consideration and have come to the conclusion that the allowance should be reduced to the rates suggested by the Select Committee of the State Council on Salaries and Cadres, viz.—

1 Sub-Collector	1,200
1 Landing Waiter	900
1 Landing Waiter	600

Administrative areas for the, Kandyan, Tamil speak-
.. .. stationer recruited for any of
.. .. within the area.

We understand that the officers on duty at Talaimannar are changed at frequent intervals. While we would not propose to reduce the allowances to any officer who has already been in receipt of it, we suggest that the reduced rates should be paid to any officer, even a non new-entrant, who is hereafter appointed to Talaimannar for the first time. The new rates will, of course, apply to all new entrants.

With regard to the Tide Surveyors referred to above, they work on a roster system and do not, therefore, perform any overtime work to earn these allowances. They are paid these allowances on the ground that they have no opportunity of earning overtime as the other Tide Surveyors have. We consider that some reduction is called for in these cases also and recommend that the allowance to the Tide Surveyor of the Baggage Office, Colombo, who draws Rs. 480 per annum be reduced to Rs. 420 per annum and the allowances to the four Tide Surveyors drawing Rs. 360 per annum be reduced to Rs. 300 per annum on the next change of officers.

408. *Boot Allowance to Officers in the Baggage Office and in the Preventive Service at Colombo.*—These officers are paid an allowance of Rs. 24 per annum for 2 pairs of boots. We consider that the allowance should be reduced on the basis of 3 pairs of boots for two years. We accordingly recommend an allowance of Rs. 18 per annum.

409. *Fees drawn by the Principal Collector of Customs.*—The under-mentioned fees are being drawn by the Principal Collector of Customs in addition to his salary.—

- (a) *Shipping Fees.*—As Registrar of Shipping he receives half the fees recovered by the Shipping Office for employment, discharge and registration of seamen, &c. The amounts received by him on this account in 1936 and 1937 amounted to Rs. 856.25 and Rs. 911.50 respectively.
- (b) *Light Fees.*—On behalf of the Board of Trade he collects from Steamer Agents the light dues in respect of the Minicoy and Little Basses Lighthouses. The Board of Trade allows 7½ per cent. of the amount collected as commission. Out of this he takes three-fourths and allows the clerk who assists him in the work the remaining one-fourth. The commission in 1936 and 1937 amounted to Rs. 238.06 and Rs. 245.61 respectively.

We understand that the work done personally by the Principal Collector of Customs in connection with these fees is negligible, and does not take up any appreciable time even if done after office hours. We consider that the Principal Collector of Customs, who is a Senior Civil Servant and whose whole time is at the disposal of Government, should not retain these fees which should be credited to Revenue. As regards the clerk who assists him in connection with light fees, we note that he attends to the work during office hours. We do not consider the clerk has any claim for fees in addition to the salary paid to him by Government.

410. *Customs Overtime Fund, &c.*—The Principal Collector of Customs has agreed that the cost of the items mentioned below, which are at present not being paid for, should be estimated and recovered annually from the Overtime Fund and credited to Revenue.—

- (a) Part salary, pensionary contribution and allowances of a clerk for checking the Overtime Register;
- (b) Cost of Audit;
- (c) Cost of Lighting, &c.

The Principal Collector of Customs has also agreed that a sum to cover part salary, pensionary contribution and allowances of a clerk for attending to work connected with Certificate Fees should be recovered from these fees and credited to Revenue, as the Certificate Fees are divided between the Customs officers who attend to the issue, &c., of these certificates and no portion of them goes to Revenue.

CHAPTER XLII.

HEAD 32.—MINISTER FOR HOME AFFAIRS.

411. All the posts under this Head fall within some general category which has already been dealt with.

CHAPTER XLIII.

HEAD 33.—PROVINCIAL ADMINISTRATION.

412. Before proceeding to recommend salary scales for classes and grades of officers provided under the Head: Provincial Administration, and not already discussed in a separate Chapter, it is necessary to state briefly the recent developments in regard to the headmen system.

413. In 1934 a Commission was appointed to inquire into and report upon the working of the existing headmen system with a view to its improvement or replacement, partly or wholly, by any other system. The recommendations of this Commission are contained in Sessional Paper XXVII. of 1935.

414. The Executive Committee of Home Affairs after careful consideration of the proposals of the Commission made certain recommendations which are summarized in paragraph 20 of Sessional Paper VI. of 1937.

415. A motion for the acceptance of the principles underlying the recommendations of the Executive Committee of Home Affairs was introduced in the State Council, and passed with certain amendments on February 16, 1938. The motion with the amendments incorporated in it is set out below:

“ That the principles underlying the following recommendations of the Executive Committee of Home Affairs be accepted:—

- (1) Creation of a probationer service in lieu of the existing Chief Headmen Service which should be abolished within two years from the date of passage of the motion. Provided that recruitment to such service is made on the following basis:—
 - (a) Candidates should be between the ages of 22 and 25 years.
 - (b) Each candidate should have passed the Senior Certificate or equivalent examination.
 - (c) He should be of good character.
 - (d) Ability to read and write with competence the vernacular language of any area.
 - (e) Certificate of fitness from a qualified Medical Officer to do field work is produced.
 - (f) A Selection Board, consisting of the Minister of Home Affairs, the Government Agent of the Province and one unofficial member to be nominated by the Governor should interview the candidates who will be selected on the results of a written and *viva voce* examination.
 - (g) The Island should be divided into 3 administrative areas for the purpose of the probationer service, viz., Kandyan, Tamil speaking, and Low-Country and a probationer recruited for any of the areas should be transferable within the area.

- (2) Immediate abolition of the eight posts of Muhandiram, and of the superior headmen—Vidane Arachchi, Korala, and Udaiyar, whose duties will be performed by minor headmen of an improved type.
- (3) Gradual establishment of two grades of minor headmen enlisted on an improved basis of recruitment.
- (4) Progressive transference of the work of minor headmen to local bodies supervised by the central authority and gradual extension of the existing limits of minor headmen's divisions.
- (5) Change of designation of Chief Headmen and use of uniform nomenclature—" Divisional Revenue Officer " in place of " Mudaliyar ", " Ratemahatmaya ", " Vanniah ", and " Maniagar ".
- (6) Elimination of caste names in Minor headmenships, and the adoption of a uniform nomenclature like " Police Vidane " in place of " Police Headman " , " Gan-Arachchi ", " Vidane Duraya ", &c.
- (7) Adoption of the following dress for minor headmen :

A dark blue or black coat, a white cloth and silver badge on ordinary official occasions, any special form of dress now in use being worn by all minor headmen of the Province, on all official ceremonial occasions."

416. In the Estimates for 1938-39 provision has been made for 18 Divisional Revenue Officers, and for payment of higher monthly allowances of Rs. 25—35 and Rs. 35—50 to newly appointed minor headmen with superior qualifications. At the same time provision was made for Superior Headmen, i.e., Korales, Udaiyars and Vidane Arachchis only for three months of the financial year 1938-39. The Executive Committee of Home Affairs, however, found it impracticable to abolish these posts immediately and consequently a supplementary estimate submitted by it to restore the provision was agreed to by the Council. Steps have already been taken to abolish the post of Muhandiram.

417. *Divisional Revenue Officers.*—The first advertisement calling for applications for appointment as Probationary Divisional Revenue Officers appeared in the *Government Gazette* of October 28, 1938. The following extract from the advertisement gives the remuneration of this Service.—

" A Probationer while in training will be paid at the rate of Rs. 1,800 per annum. After a period of not less than six months a qualifying examination will be held, and on passing that examination a probationer will be paid at the rate of Rs. 2,100 per annum until such time as he receives an appointment as Divisional Revenue Officer. On appointment as a Divisional Revenue Officer he will be paid at the rate of Rs. 3,000 per annum rising by annual increments of Rs. 200 to Rs. 6,000 subject to the passing of Efficiency Bars.

A travelling allowance will be paid in accordance with regulations. The post of Divisional Revenue Officer will be pensionable."

The Efficiency Bars have been placed before Rs. 4,200 and Rs. 5,200.

418. This Scheme was accepted by the State Council as recently as February, 1938, and is being adopted gradually. We do not consider it desirable at this stage to make any change either in the Scheme or in the sanctioned rates of remuneration, although the retention of the present scale of salary disturbs the existing position of this Service relative to the salaries we have assigned to other minor staff appointments in the Public Service. We would recommend however, that when the new scheme has been in operation for about five years the possibility of recruiting to this Service on a lower rate of remuneration should be explored.

419. *Chena Surveyor Muhandirams.*—The pre-Sessional Paper VIII. of 1934 salary of Chena Surveyor Muhandirams was Rs. 1,200 per annum. The Select Committee on Salaries and Cadres recommended for reasons stated in paragraph 256 of Sessional Paper VIII. of 1934 the retention of this salary. This salary was increased to Rs. 1,200—60—1,800 with effect from October 1, 1937, for application both to non-new entrants and new entrants to the Public Service. We recommend no change in this salary.

420. We have had referred to us by the Financial Secretary, for our views, a proposal to replace Chena Surveyor Muhandirams as vacancies occur by Surveyors from the Survey Department. The financial effect of the proposal means the replacement of 11 posts on the scale Rs. 1,200—60—1,800 by an equal number of posts on the scale Rs. 1,200—6,000 (new entrant Rs. 1,080—5,040: our scale Rs. 660—4,320). Quite apart from financial considerations, the greater part of the work on which Chena Surveyor Muhandirams are engaged does not warrant the employment of trained Surveyors. We regret, therefore, that we cannot support the proposal. In another connection we have recommended that trained Surveyors attached to Kachcheries should be withdrawn as the work turned out by them is not commensurate with their pay—paragraph 423 (c) of Part I. of our Report.

421. *Minor Headmen.*—The Scheme sanctioned by the State Council on February 16, 1938, provides for the recruitment of a better type of village headman. Under this scheme village headmen will be divided into two grades—one grade being remunerated on the salary scale Rs. 25—35 and the other grade on the salary scale Rs. 35—50. It is intended that both these grades should be pensionable. The qualifications for appointment to these grades according to a circular issued by the Home Ministry to Revenue Officers on November 29, 1938, are:—

- (a) Candidates should not be under 25 years of age.
- (b) Candidates should be able to read and write one of the vernaculars of the district fluently. In advanced districts, a standard like the Vernacular School Leaving Certificate examination, should be imposed as the minimum educational qualification.
- (c) Position and influence in the division.
- (d) Freedom from debt. This is an imperative requirement, while possession of property, desirable in itself, will not be treated as an essential qualification.

Revenue Officers have also been informed that appointments to the grade carrying the higher salary scale should be made, only where figures of population and any special circumstances justify such appointment.

We have no comments to offer on this scheme. We are aware that the Ministry of Home Affairs has asked Revenue Officers to prepare and forward schemes of classification of minor headmen in their districts into two groups which would eventually carry the salary scales of Rs. 25—35 and Rs. 35—50 per mensem. We assume that the higher scale of pay will be attached to a post only on definite data made available by Revenue Officers to the Ministry of Home Affairs and in consultation with the Treasury. We also assume that opportunity will be taken in this revision to amalgamate divisions in such a way that headmen appointed under the new scheme will have a reasonable amount of work.

422. *Clerks to Vidane Arachchies (Rs. 420—15—600), Western Province (Colombo).*—In paragraph 435 of Part I. of our Report we stated.—

“The Government Agent agreed that these posts of clerks to Vidane Arachchies were no longer necessary. Of the 9 posts shown in the Estimates there is one vacancy. Three of the remaining officers can be retired almost at once on reaching the age limit; the other five can be carried as surplus staff until suitable posts can be found for them.”

As there will be no new appointments to this grade we do not assign a salary scale for it.

423. *Telephone Clerk.*—The present salary of this post is Rs. 420—15—600, which is the pre-Sessional VIII. of 1934 scale of Telephone Operators. The corresponding Sessional Paper VIII. of 1934 scale is Rs. 360—12—480; we propose no change in this salary.

ALLOWANCES.

424. *Duty Allowances to Head Clerks of Kachcheries.*—Head Clerks of Kachcheries who are not members of the Special Class of the Clerical Service receive allowances at the following rates.—

Head Clerks of Provincial Kachcheries—Rs. 180 per annum.

Head Clerks of District Kachcheries—Rs. 120 per annum.

The responsibilities of Head Clerks of Kachcheries have been heavy in the past and under our recommendations they will be heavier still. We, therefore, recommend the retention of this allowance.

425. *Station Allowances to Assistant Government Agents, Nuwara Eliya and Trincomalee.*—The Assistant Government Agents of Nuwara Eliya and Trincomalee are each paid an allowance of Rs. 1,500 per annum in view of the increased cost of living at these stations. Presumably account was taken, too, of the large amount of the official entertaining devolving on the senior Government Officials of these stations. The Select Committee on Salaries and Cadres (Sessional Paper VIII. of 1934) did "not think that Nuwara Eliya and Trincomalee are so much more expensive than other places as to justify the payment of this allowance", and recommended that "it should not be paid to future entrants to the Civil Service". We do not propose to suggest any change in the recommendation of the Select Committee.

FEEES.

426. *Copying Fees.*—We have stated in paragraph 214 of Part I., of our Report the extent of the copying work done in Courts, the amount of fees recovered and the manner in which it is appropriated; we have also made our recommendations regarding the procedure to be followed in the future. Besides the Courts there are many other Government Offices which issue a considerable number of copies of documents to the public on payment of fees at the rate of 36 cents a folio of 120 words. In all these offices the work is done generally by the permanent clerks, and the fees recovered are appropriated by them. The Regulations require that the copying work should be done out of office hours, but in practice this rule does not appear to be strictly followed. In most of the offices the additional work involved is not so large as to necessitate working outside office hours. It has been reported to us that in some offices, especially in Kachcheries, Fiscals' Offices, Land Settlement Office and Chief Secretary's Office the volume of copying work is fairly considerable and that it is necessary that the clerks should work outside office hours. We are of the opinion that, as a general rule, copying work should be done by the permanent clerks within office hours and the fees credited to Revenue. Wherever it is found necessary, due to the urgency or the large volume of the work, to employ clerks on copying work outside office hours, such work may be done by permanent clerks or even by temporary typists as in Courts and payments made to them on a piece-rate basis, from the fees recovered. We have recommended a rate of 20 cents a page (2½ folios of 120 words) for preparing copies in Courts and this rate should be adopted in all offices. A register should be maintained in every office where copying fees are recovered to show the number of pages and folios of the copies typed and issued, the fees recovered, the amounts paid to officers and the amount credited to Revenue. It is but proper that a portion of the fees recovered should go to Revenue to cover the overhead charges in connection with the preparation of copies.

CHAPTER XLIV.

HEAD 34.—EXCISE DEPARTMENT.

427. *Excise Commissioner.*—This post has always been filled by a member of the Civil Service. The Select Committee on Salaries and Cadres considered that it should continue to be filled by a member of that Service—paragraph 268 of Sessional Paper VIII. of 1934. We consider that the post should normally be filled by a Civil Servant, but if, as envisaged in paragraph 546 of Part I. of our Report, a departmental officer is promoted to this post, he should receive salary at Rs. 15,000 per annum.

428. *Deputy Commissioner.*—For reasons stated in paragraph 269 of Sessional Paper VIII. of 1934, the Select Committee on Salaries and Cadres assigned to this post the salary scale Rs. 9,000—375—12,000 which is the same as that assigned to Superintendents of Police by them. We have assigned to Superintendents of Police the salary scale Rs. 8,040—6 of 360—10,200. We consider that the post of Deputy Commissioner should carry a somewhat better salary than that assigned to Superintendents of Police. We assign to this post a salary scale of Rs. 8,400—7 of 360—10,920. It is necessary to explain here that the salary appearing in the Estimates is that payable to a non-new entrant officer of the Department receiving non-normal promotion to the post.

429. *Assistant Commissioners of Excise.*—The pre-Sessional Paper VIII. of 1934 scale of this grade is £500—40—700 which is the lowest segment of Class II. of the Civil Service. For reasons stated in paragraph 270 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres assigned to these posts a salary of Rs. 6,300—300—8,400, although the corresponding segment of their scale for the Civil Service was Rs. 5,400—400—7,800. We assign to this grade a salary of Rs. 6,120—7 of 240—7,800, which is the upper segment of our scale for Assistant Superintendents of Police. This salary bears a proper relation to the salaries we propose for the Deputy Commissioner and the Superintendent of Excise. We should explain here that the salary Rs. 6,600—420—9,600, appearing in the Estimates is the salary specially fixed for application to non-new entrant officers of the Department who receive promotion to these posts.

430. *Superintendents of Excise.*—The more recent salary history of this grade is contained in paragraph 271 of Sessional Paper VIII. of 1934. At present non-new entrant officers are on the salary scale Rs. 3,400—200—6,000 and new entrants on the scale Rs. 3,200—200—6,000. This being a staff grade charged with responsible duties, we do not propose any appreciable reduction in the existing new entrant salary scale of this grade. We therefore assign to this grade the following salary scale:

While on Probation .. ..	.. ..	.. R. 2,400
On Confirmation .. ..	.. ..	.. Rs. 3,120—6,000
		16 of 180
		(E.B. before Rs. 4,560).

431. *Excise Inspectors.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this grade are:

Pre-Sessional Paper VIII. of 1934.	Sessional Paper VIII. of 1934.
Rs. 900—3,300	Rs. 960—3,000
10 of 150, 5 of 180	5 of 120, 5 of 144 and 4 of 180
(E.B. before Rs. 1,650 and Rs. 2,580)	(E.B. before Rs. 1,560 and Rs. 2,280 ; two years' halt on Rs. 1,560 and three years' halt on Rs. 2,280. The waiting period may be reduced as a reward for unusual merit).

432. The question of a suitable salary for this grade and for the grade of Inspector of Police has engaged our closest attention. The following statements show the relative salary position of this grade, compared with that of Inspectors of Police, and of the General Clerical Service, Class II. :—

Under the Pre-Sessional Paper VIII. of 1934 Scheme.

	Clerical Service.	Excise Inspectors.	Police Inspectors.
	Rs.	Rs.	Rs.
1st Year ..	900 ..	900 ..	1,200 (In Training School)
2nd Year ..	1,020 ..	1,050 ..	1,400 (On passing out of Training School)
3rd Year ..	1,140 ..	1,200 ..	1,600 (On confirmation)
4th Year ..	1,260 ..	1,350 ..	E.B.
5th Year ..	1,380 ..	1,500 ..	1,700
6th Year ..	1,500 ..	1,650 ..	1,800
7th Year ..	1,500 ..	1,800 ..	E.B.
8th Year ..	E.B. 1,620 ..	1,950 ..	2,000
9th Year ..	1,740 ..	2,100 ..	2,100
10th Year ..	1,860 ..	2,250 ..	2,200
11th Year ..	1,980 ..	2,400 ..	E.B.
12th Year ..	2,100 ..	2,580 ..	2,700
13th Year ..	2,100 ..	2,760 ..	2,800
14th Year ..	E.B.	2,940 ..	E.B.
15th Year ..	2,220 ..	3,120 ..	3,000
16th Year ..	2,340 ..	3,300 ..	3,100
17th Year ..	2,460 ..	..	3,200
18th Year ..	2,580 ..	..	3,300
19th Year ..	2,700 ..	..	E.B.
20th Year ..	2,820 ..	..	3,500
21st Year ..	3,000 ..	..	3,600
22nd Year ..	3,180 ..	..	3,700
23rd Year ..	3,360 ..	..	3,800
24th Year ..	3,540 ..	..	E.B.
25th Year ..	3,720 ..	..	4,000
26th Year ..	3,900 ..	..	4,100
27th Year ..	4,080 ..	..	4,200
28th Year ..	4,260 ..	..	4,300
29th Year ..	4,500 ..	..	Chief Inspectors
30th Year ..	4,700 ..	..	4,500
31st Year ..	4,900 ..	..	4,600
32nd Year ..	5,100 ..	..	4,700
33rd Year ..	5,300 ..	..	4,800
	5,500 ..	..	4,900
		..	5,000

Under the Sessional Paper VIII. of 1934 scheme.

Year.	Clerical Service.	Excise Inspectors.	Police Inspectors.	Clerical Service under the Pro- posed scheme of reorgani- zation.
	Rs.	Rs.	Rs.	Rs.
1st ..	720 ..	960 ..	1,000 ..	480
2nd ..	828 ..	1,080 ..	1,300 ..	510
3rd ..	936 ..	1,200 ..	E.B.	540
4th ..	1,044 ..	1,320 ..	1,600 ..	570
5th ..	1,152 ..	1,440 ..	1,700 ..	600
		E.B.	1,800 ..	
			E.B.	

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Under the Sessional Paper VIII. of 1934 Scheme.

Year.	Clerical Service under the Proposed Scheme of reorganization.			
	Clerical Service.	Excise Inspectors.	Police Inspectors.	
	Rs.	Rs.	Rs.	Rs.
6th ..	1,260 ..	1,560 ..	2,000 ..	630
7th ..	1,260 ..	1,560 ..	2,100 ..	660
8th ..	E.B. 1,368 ..	1,704 ..	2,200 ..	690
9th ..	1,476 ..	1,848 ..	2,300 ..	960
10th ..	1,584 ..	1,992 ..	E.B. 2,500 ..	1,020
11th ..	1,692 ..	2,136 ..	2,600 ..	1,080
12th ..	1,800 ..	E.B. 2,280 ..	2,700 ..	1,140
13th ..	1,800 ..	2,280 ..	2,800 ..	1,200
14th ..	E.B. 1,908 ..	2,280 ..	E.B. 3,000 ..	1,260
15th ..	2,016 ..	2,460 ..	3,100 ..	1,320
16th ..	2,124 ..	2,640 ..	3,200 ..	1,380
17th ..	2,232 ..	2,820 ..	3,300 ..	1,440
18th ..	2,340 ..	3,000 ..	E.B. 3,500 ..	1,500
19th ..	2,448 ..	..	3,600 ..	1,560
20th ..	2,568 ..	..	3,700 ..	1,620
21st ..	2,688 ..	..	3,800 ..	1,680
22nd ..	2,808 ..	..	E.B. 3,900 ..	2,400
23rd ..	2,928 ..	..	4,000 ..	2,490
24th ..	3,048 ..	..	4,100 ..	2,580
25th ..	3,168 ..	..	4,200 ..	2,670
26th ..	3,288 ..	..	4,500 ..	2,760
27th ..	3,408 ..	..	4,500 ..	2,850
28th ..	3,528 ..	..	4,500 ..	2,940
29th ..	3,750 ..	..	4,500 ..	3,030
30th ..	3,900 ..	..	4,500 ..	3,600
31st ..	4,050 ..	..	4,500 ..	3,720
32nd ..	4,200 ..	..	4,500 ..	3,840
33rd ..	..	..	..	3,960
34th ..	..	..	..	4,080
35th ..	..	..	..	4,080

433. It will be observed from the preceding table that the Select Committee on Salaries and Cadres, for the reasons stated in paragraph 291 of Sessional Paper VIII. of 1934, disturbed the relative salary position established in the 1922 Scheme between Sub-Inspectors and Inspectors of Police and Excise Inspectors and practically all other subordinate services including the General Clerical Service. In the case of the Excise Inspectors, the Select Committee on Salaries and Cadres assigned a relatively higher salary to that grade mainly on account of the existence of a higher salary for the corresponding grade in the Police—*vide* paragraph 273 of Sessional Paper VIII. of 1934. It will be further observed from the last column of the Second Table that for the new entrant who desires to make the Clerical Service a career the salary prospects held out by the re-constructed Clerical Service are considerably lower than at present. Bearing this in mind we propose for the Excise Inspectors the following scale of pay which to a large extent restores the relative salary position in the pre-Sessional Paper VIII. of 1934 Scheme :

Rs. 720—2,820

9 of 60, 10 of 84, 8 of 90

(Two year halts on Rs. 1,260 and Rs. 2,100 and E.B.B. before Rs. 1,344 and Rs. 2,190 : the halt periods may be reduced to one year as a reward for unusual merit.)

434. In the following table we compare this scale with the scales assigned to the General Clerical Service and Inspectors of Police:—

Year.	General Clerical Service.		Excise Inspectors.		Police Inspectors.	
		Rs.		Rs.		Rs.
1st	480	..	720	..	900
2nd	510	..	780	..	1,080
3rd	540	..	840	..	1,260
					E. B.	
4th	570	..	900	..	1,380
5th	600	..	960	..	1,452
6th	630	..	1,020	..	1,524
7th	660	..	1,080	..	1,596
					E. B.	
8th	690	..	1,140	..	1,668
				E. B.		
9th	960	..	1,200	..	1,740
10th	1,020	..	1,260	..	1,812
11th	1,080	..	1,260	..	1,884
				E. B.		E. B.
12th	1,140	..	1,344	..	1,968
13th	1,200	..	1,428	..	2,052
14th	1,260	..	1,512	..	2,136
15th	1,320	..	1,596	..	2,220
					E. B.	
16th	1,380	..	1,680	..	2,304
17th	1,440	..	1,764	..	2,400
18th	1,500	..	1,848	..	2,496
19th	1,560	..	1,932	..	2,592
					E. B.	
20th	1,620	..	2,016	..	2,688
21st	1,680	..	2,100	..	2,784
22nd	2,400	..	2,100	..	2,880
				E. B.		
23rd	2,490	..	2,190	..	2,976
					E. B.	
24th	2,580	..	2,280	..	3,072
25th	2,670	..	2,370	..	3,168
26th	2,760	..	2,460	..	3,264
27th	2,850	..	2,550	..	3,360
28th	2,940	..	2,640	..	3,600
29th	3,030	..	2,730	..	3,720
30th	3,600	..	2,820	..	3,840
31st	3,720	..		..	3,960
32nd	3,840	..		..	4,080
33rd	3,960	..		..
34th	4,080	..		..
35th	4,080	..		..

435. *Excise Sergeants—Rs. 600—30—750.*—The Sessional Paper VIII. of 1934 scale of this grade is Rs. 480—8 of 15—600. We propose the scale Rs. 480—10 of 12—600.

436. *Excise Guards.*—The pre-Sessional Paper VIII. of 1934, and Sessional Paper VIII. of 1934 scale of this grade is Rs. 360—10 of 12—480. We propose no change in this scale.

437. *Female Guards—Rs. 360.*—We recommend no change in this rate of remuneration.

438. *Motor Lorry Drivers—Rs. 720—60—1,320.*—We have recommended the suppression of these posts in paragraph 564 of Part I. of our Report. We do not therefore propose any new salary scale for these posts.

439. *Warehouse Officers.*—There are three posts all of which are at present filled by members of Class III. of the General Clerical Service, who are seconded to these posts on their own salary.

440. *Clerks, Kandy and Kalutara Warehouses.*—These two posts are filled by members of Class III. of the General Clerical Service who are seconded to the posts on their own salary.

ALLOWANCES.

441. *Office Allowances to Outstation Inspectors*—Rs. 12,700.—Every Inspector in the Department, excepting Warehouse Officers, Distillery Officers, and Inspectors attached to the Colombo City Excise Station, draws a monthly allowance of 4 per cent. of his salary as Office Allowance. This allowance is intended to cover rent of office, cost of office furniture, light, &c.

The Inspectors who receive this allowance can be classified as follows:—

- (i.) Inspectors attached to Stations where Government provides the building or pays rent for it and where the furniture is supplied by the Inspectors, and
- (ii.) Inspectors who are in charge of Ranges and who provide a room in their own residence for an office together with furniture.

We do not see any justification for both these classes of officers being paid the same rate of allowance. Obviously the Inspector who provides a room in his own house for an office incurs more expenditure than the Inspector who has his office in a building provided by Government. Moreover, the payment of an office allowance at a percentage of the officer's salary is open to objection. The cost of an Inspector's Office does not rise with the rise in his salary. In the cases in which Government provides the office buildings it would be much cheaper for Government to provide also the necessary office equipment. In the case of Inspectors who are in Ranges and who are not provided with Government buildings, there is justification for the payment of an allowance, which, however, should be a fixed amount and not subject to increment with the rise in salary. We observe that Sanitary Inspectors of the Medical Department, who provide their own office accommodation and equipment, receive a monthly allowance of Rs. 5 which is fair and reasonable. We, therefore, recommend that all Excise Stations housed in Government Buildings should be provided with the necessary office equipment, no allowance being paid to the Inspectors having their offices in them, and that a monthly allowance of Rs. 5 be paid to Inspectors who provide their own office accommodation and equipment. In the case of the stations housed in Government Buildings the cost of lighting and conservancy should be borne by Government. On this basis the provision which the department will require will not exceed Rs. 2,000 a year. The Acting Excise Commissioner agreed to this proposal and has taken steps to bring the new scheme into operation.

442. *Special Allowances to Inspectors functioning as officers in charge of Distilleries and licensed Manufactories.*—Sixteen officers are in receipt of this allowance. The Supervising Officer draws Rs. 55 per mensem and the others draw Rs. 50 per mensem each. We understand that the Treasury has ruled that the allowance should be reduced to Rs. 42.50 per mensem in the case of new entrants. We consider that it can be further reduced and made applicable not only to new entrants, but also to future holders of the posts. We accordingly recommend the following rates to take effect with the next change of officers:—

Supervising Officer .. .. .	.. .. .	.. .. .	Rs. 45 per mensem
Distillery Officers .. .. .	.. .. .	.. .. .	Rs. 40 per mensem

443. *Special Allowances to Warehouse Officers.*—Nineteen officers receive allowances under this item. The rates are as follows:—

1 Superintendent .. .. .	.. .. .	.. .. .	Rs. 85 per mensem
13 Inspectors and 3 clerks in charge .. .. .	.. .. .	.. .. .	Each draws an allowance ranging from Rs. 50 to Rs. 100 per mensem
2 Clerks (Kalutara and Kandy) Assisting Warehouse Officers .. .. .	.. .. .	.. .. .	Each Rs. 25 per mensem

The Excise Commissioner informs us that the duties of the Warehouse Officers, as in the case of the Distillery Officers, are important, involve heavy responsibilities and require special technical qualifications. He also urges the necessity for these

allowances on the ground that the officers concerned do not have the opportunity of earning rewards by doing preventive work or of drawing commuted travelling allowances. While there may be grounds for arguing that some slight remuneration is necessary to compensate for the loss of opportunity of earning rewards, we entirely fail to see any justification for the theory that added remuneration must be paid to an officer because he has no opportunity of drawing a commuted travelling allowance. But in view of the responsibilities attaching to the posts we consider the payment of an allowance necessary, but at reduced rates. We recommend that at the next change of officer at each Warehouse the new officer should be paid only 50 per cent. of the allowance drawn by his predecessor, subject to a minimum of Rs. 15 per mensem.

444. *Boot Allowance to Inspectors.*—Each Inspector is paid an allowance of Rs. 24 per annum for the purchase of 2 pairs of boots. We consider that the supply of boots should be at the rate of 3 pairs for 2 years, and therefore, recommend the reduction of the allowance to Rs. 18 per annum. Steps have already been taken to give effect to this recommendation.

445. *Good Conduct Allowance to Excise Sergeants and Guards.*—The scheme for the payment of Good Conduct Allowances in the Excise Department is as follows:—

	Per Mensem. Rs. c.
For 3 years of uninterrupted good conduct	0 50
For 6 do.	0 75
For 9 do.	1 0
For 12 do.	1 50
For 15 do.	2 0

We do not consider these rates too high and therefore recommend the retention of the present Scheme.

CHAPTER XLV.

HEAD 35.—POLICE.

446. *Inspector-General of Police.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this post are £1,400—50—1,550 and Rs. 16,200—600—17,400 respectively. These salaries are the same as those of Class I. Grade II. of the Civil Service. We have assigned to Class I. Grade II. of the Civil Service a fixed salary of Rs. 15,000 and we assign the same salary to this post.

447. *Deputy Inspector-General of Police.*—The salary scale of this grade as fixed in the 1922 revision of salary is £1,000—50—1,200: officers in the grade were in addition entitled to free quarters. This salary was altered with effect from October 1, 1935, to £1,050—50—1,300, and at the same time the right to free quarters was withdrawn. The Sessional Paper VIII. of 1934 scale of this grade is Rs. 12,600—600—15,000. The 1922, and the 1934 scales are segments of the Civil Service scales. We assign to this grade the salary scale Rs. 10,560—9 of 360—13,800 which preserves the existing position relative to the Civil Service scale.

448. *Superintendents, Assistant Superintendents and Probationers.*—The salaries of this grade as fixed at the 1922 revision of salary were:—

Superintendents: Grade I.	£880—6 of 20—1,000
Efficiency Bar.	
Grade II.	£720—1 of 40, 4 of 20—840
Efficiency Bar.	
Assistant Superintendents	£460—1 of 40, 2 of 20, 1 of 40, 5 of 20—680
	(Efficiency Bar before £580)
	Efficiency Bar.
Probationers: (passed)	£410
	Efficiency Bar
Probationers: (in training)	£360

Officers in this grade were in addition entitled to free quarters.

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With effect from October 1, 1935, these salaries have been altered to the following scales, the right to free quarters being withdrawn:—

Superintendents :		
Grade I.	.. ..	£1,020—1 of 40—1,060 Efficiency Bar : £1,110. (£1,110 is payable after six years' service on £1,060 and after passing the Efficiency Bar)
Grade II.	.. ..	£780—1 of 30, 4 of 40—970 Efficiency Bar.
Assistant Superintendents		£480—1 of 40, 1 of 30, 1 of 20, 6 of 30—750 (Efficiency Bar before £600) Efficiency Bar
Probationers : (passed)		£430 Efficiency Bar
Probationers : (in training)		£380
The sanctioned new entrant scales of this grade are:—		
Superintendents		Rs. 9,000—8 of 375—12,000 (Efficiency Bar before Rs. 10,500)
Assistant Superintendents		Rs. 4,800—12 of 300—8,400 (Efficiency Bar before Rs. 6,900) Efficiency Bar
Probationers : (passed)		Rs. 4,200 Efficiency Bar
Probationers : (in training)		Rs. 3,000 Plus free uniform or an allowance in lieu.

We assign to this grade the following scales of salary which preserve the existing position relative to the scales of other grades of similar status in the Public Service:—

Superintendents		Rs. 8,040—6 of 360—10,200 (Efficiency Bar before Rs. 9,840)
Assistant Superintendents		Rs. 3,960—16 of 240—7,800 (Efficiency Bar before Rs. 5,400) Efficiency Bar
Probationers : (passed)		Rs. 3,600 Efficiency Bar
Probationers : (in training)		Rs. 3,000

Probationers in training should in addition be supplied with free uniforms.

In paragraph 578 of Part I. of our Report we have drawn attention to the fact that both under the non-new-entrant scheme and the new-entrant scheme Superintendents, Assistant Superintendents and Probationers enjoy a continuous time scale extending from the minimum to the maximum of the scale. In view of the reasons urged by the Inspector-General of Police for the retention of the existing scheme and his assurance that promotions over the efficiency bars are granted very strictly in his department, we do not propose any change in the present system.

449. *Chief Inspectors, Inspectors and Sub-Inspectors of Police.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these grades are:—

	Pre-Sessional Paper VIII. of 1934. Rs. <u>4,500—5,000</u>	Sessional Paper VIII. of 1934. Rs. <u>3,900—4,200</u>
Chief Inspectors (4 posts)	5 of 100 Promotion by merit after completion of time scale.	Promotion by merit after completion of time scale.
Inspectors :	4,000—4,300	3,900—4,200
Class I.	3 of 100 Efficiency Bar <u>3,500—3,800</u>	3 of 100 Efficiency Bar <u>3,500—3,800</u>
Class II.	3 of 100 Efficiency Bar	3 of 100 Efficiency Bar

	Pre-Sessional Paper VIII. of 1934. Rs.	Sessional Paper VIII. of 1934. Rs.
Class III.	3,000—3,300 3 of 100 Efficiency Bar 2,500—2,800	3,000—3,300 3 of 100 Efficiency Bar 2,500—2,800
Class IV.	3 of 100 Efficiency Bar 2,000—2,300	3 of 100 Efficiency Bar 2,000—2,300
Sub-Inspectors : Class I.	3 of 100 Efficiency Bar 1,700—1,800	3 of 100 Efficiency Bar 1,700—1,800
Class II.	1 of 100 Efficiency Bar 1,600	1 of 100 Efficiency Bar 1,600
Class III. (on confirmation)	1,400	1,300
Class IV. (on passing out of Training School)	1,200	1,000
Class V. (in Training School)		

We propose for this service the following scales of salary:—

	Rs.
Chief Inspectors (4 posts)	3,600—4,080
Inspectors : Class I.	4 of 120 (Promotion by merit after completion of time scale) 3,072—3,360
Class II.	3 of 96 Efficiency Bar 2,688—2,976
Class III.	3 of 96 Efficiency Bar 2,304—2,592
Class IV.	3 of 96 Efficiency Bar 1,968—2,220
Sub-Inspectors : Class I.	3 of 84 Efficiency Bar 1,668—1,884
Class II.	3 of 72 Efficiency Bar 1,380—1,596
Class III. (on confirmation)	1,260
Class IV. (on passing out of Training School)	1,080
Class V. (in Training School)	900

Our reasons for recommending these salaries are contained in paragraphs of this Report. These Inspectors and Sub-Inspectors at present enjoy a continuous time scale extending to the top of the scale of Inspector, Class I. For reasons similar to those appearing in paragraph we propose no change in the present system.

450. *Chief Inspectors, Inspectors and Sub-Inspectors, Port Police.*—We make no recommendation regarding the salaries of European members of this force. Ceylonese members are remunerated on the scales obtaining for other Ceylonese Inspectors and Sub-Inspectors of the department.

451. *Sergeants-Major (Rs. 1,140).*—The Sessional Paper VIII. of 1934 scale of these posts is Rs. 1,080. We propose a salary of Rs. 960.

452. *Sergeants*.—The pre-Sessional Paper VIII. of 1934, and the Sessional Paper VIII. of 1934 scales together with the scales we propose for this grade are shown below:—

	Pre-Sessional Paper VIII. of 1934 Scales. Rs.	Sessional Paper VIII. of 1934 Scales. Rs.	Proposed Scales. Rs.
Class I.			
Grade I. ..	1,080	960	900
Grade II. ..	960	900	840
Grade III. ..	840	840	780
			Efficiency Bar
Class II.			
Grade I. ..	720	720	696
Grade II. ..	660	660	648
Grade III. ..	600	600	600

453. *Constables*.—The Sessional Paper VIII. of 1934 salary scales of this grade are the same as the pre-Sessional Paper VIII. of 1934 scales. These scales are:—

	Pre-Sessional Paper VIII. and Sessional Paper VIII. of 1934 Scales. Rs.
Merit Class "A"	600
Merit Class "B"	564
Merit Class "C"	
Grade I.	552
Grade II.	540
Long Service Class :	
Grade I.	528
Grade II.	516
Grade III.	504
Grade IV.	492
Grade V.	480
Class I. :	
Grade I.	468
Grade II.	456
Grade III.	444
Grade IV.	432
Grade V.	420
Class II. :	
Grade I.	408
Grade II.	396
Grade III.	384
Class III. :	
Grade I.	360
Grade II.	348
Grade III.	324

We have proposed reduced rates of Good Conduct Allowances to future entrants to the grade of Constables: we have also proposed that future entrants should not be paid allowances for a knowledge of English and steps have already been taken to give effect to this recommendation. For these reasons we retain the existing salaries for application to future entrants to this grade.

454. *Female Clerk (non-pensionable) Rs. 480—30—1,200*.—We assign to this post the salary scale of Rs. 480—30—1,260 (Efficiency Bar before Rs. 900).

455. *Lecturers, Police Training School*.—As this grade will be replaced by Sub-Inspectors in due course—*vide* paragraph 295 of Sessional Paper VIII. of 1934—it is unnecessary to assign new salaries to these posts.

456. *Motor Launch Drivers*.—Constables will in future replace these Drivers. It is therefore unnecessary to assign new salaries to these posts.

457. *Magazine Keeper, Kurunegala (Rs. 360)*.—We are informed that no expenditure has been incurred on this item for some time and that no post of Magazine Keeper, Kurunegala, now exists. This item should therefore be deleted from the annual Estimates.

458. *Matron for the House of Detention (Rs. 450)*.—The Sessional Paper VIII. of 1934 scale of this post is Rs. 420. We propose no change in this salary.

ALLOWANCES.

459. *Allowance to Superintendent in Charge of House of Detention: Rs. 600 per annum.*—The Assistant Superintendent of Police who is in charge of Colombo North Division pays visits to the House of Detention and is paid this allowance as the work is said to be outside the normal duties of a Police Officer. The Inspector-General has stated that when the new Home is established at Welisara, the Assistant Superintendent, Depot, whose duty it is to proceed to Mahara periodically, could supervise this Institution without an allowance. We do not consider that a separate allowance for this duty, even in the present circumstances, is justified and recommend that it should cease with the next change of officer.

460. *Allowance to Police Surgeon for Medical Charge of the House of Detention: Rs. 600 per annum.*—This allowance is paid to the Police Surgeon for visiting the House of Detention and attending to cases requiring medical attention. He visits the House about twice a week. We recommend the discontinuance of this allowance, in its present form, with the next change of officer and the substitution of an appropriate commuted allowance for travelling. When the House of Detention is moved to Welisara, visiting this Institution should be regarded as a normal duty of the Medical Officer in charge of the Mahara Prison or of the Medical Officer of the area and he should only be paid an appropriate commuted travelling allowance.

461. *Boot Allowance.*—Chief Inspectors, Inspectors, Sub-Inspectors and Sergeants-Major, numbering in all 243, are each paid an allowance of Rs. 24 per annum for 2 pairs of boots. We consider that the provision of 3 pairs of boots for two years should meet the requirements of these officers and recommend the reduction of the allowance to Rs. 18 per annum. Steps have already been taken to bring into operation the reduced rates.

462. *Good Conduct Allowances.*—(a) The Scheme of payment of Good Conduct Allowance "for uninterrupted good conduct" is as follows:—

Constables :

1 badge after 2 years' service	—	Rs. 1 per mensem.
2 badges after 4 years' service	—	Rs. 2 per mensem.
3 badges after 8 years' service	—	Rs. 3 per mensem.
4 badges after 12 years' service	—	Rs. 4 per mensem.
5 badges after 16 years' service	—	Rs. 5 per mensem.
6 badges after 20 years' service	—	Rs. 6 per mensem.
Good Service Allowance after 25 years' service which will be added to the pension	—	Rs. 7.50 per mensem.

Sergeants

— Rs. 7.50 per mensem.

At the end of 1938, 80.6 per cent. of the constables possessed Good Conduct Badges which carry allowances varying from Re. 1 to Rs. 7.50 per mensem. The percentages since 1933 compared with 1913 are as follows:—

34 per cent.	..	..	..	in 1913
74 per cent.	..	..	..	in 1933
77 per cent.	..	..	..	in 1934
79 per cent.	..	..	..	in 1935
78.4 per cent.	..	..	..	in 1936
78.9 per cent.	..	..	..	in 1937
and 80.6 per cent.	..	..	..	in 1938

12½ per cent. of the Force had less than 2 years' service on December 31, 1938, and were therefore not entitled to a Good Conduct Badge. We are informed that in all probability the peak figure has been reached. This may be regarded as satisfactory progress from a departmental point of view, but, financially, it is disconcerting to note the rapidity with which the expenditure under this head is mounting up.

It would be a hardship to withdraw this privilege from those who are already enjoying it, but we consider that in the case of new entrants the expenditure should be restricted by devising a less expensive method of recognizing good conduct among the Force.

We recommend for new entrants the following rates to replace those now existing:—

Constables :

Rs. c.		Rs. c.	
0 50	instead of	1 0	per mensem
1 0	"	2 0	do.
1 50	"	3 0	do.
2 0	"	4 0	do.
2 50	"	5 0	do.
3 0	"	6 0	do.
5 0	"	7 50	do.

Sergeants :

5 0	"	7 50	do.
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(b) Sub-Inspectors of the Port Police appointed prior to 1934 are also paid Good Conduct Allowances of Rs. 15 or Rs. 30 per mensem. These allowances will disappear with the retirement of the present recipients.

463. *Personal Allowance to members of the Pensioners' Corps.*—Police pensioners who are members of the Pensioners' Corps are paid an allowance of Rs. 2.50 each for every six-month period. The Pensioners' Corps consists of able-bodied pensioners of good character and their services are requisitioned in times of epidemics, &c., to guard contacts and to watch houses or areas where diseases have broken out. We consider the payment of this allowance necessary and recommend its retention.

464. *Station Allowance.*—Although Nuwara Eliya is the only place where Station Allowance is paid as a general rule, the Police Department pays special station allowances to constables and sergeants at Mahara, Hatton District, Bandarawela, Diyatalawa and Haputale. We note that it has already been decided to withdraw this allowance in respect of new entrants. We agree.

465. *Personal Allowance to Inspectors and Sergeants for Drill Instruction.*—Two Inspectors, two Sergeants-Major and four Sergeants are paid at the rate of Rs. 10 each per mensem. One Sergeant is paid at Rs. 12.50 per mensem and four are paid at Rs. 4 each per mensem. We have no comments to offer as regards the allowances of the two Inspectors but as regards those drawn by the Sergeants-Major and Sergeants we consider that the present rates of Rs. 12.50 per mensem to one officer and Rs. 10 per mensem to each of the six others are excessive and recommend an allowance of Rs. 7.50 per mensem to each of these. We propose no change in respect of the allowance of Rs. 4 per mensem paid to four Sergeants.

466. *Special Efficiency Allowance to Constables and Sergeants.*—Constables are paid at Rs. 3 per mensem and Sergeants at Rs. 4. This allowance is paid to about 200 men for special efficiency in particular branches of work such as musketry, telephone duty, &c. The Inspector-General agreed that the rates might be reduced to Rs. 2 and Rs. 3 respectively, and has already taken steps to bring these rates into operation.

467. *Pundit Allowance and Language Bonus.*—This allowance is paid to Police Probationers and Assistant Superintendents promoted from the rank of Inspector to assist them in the study of the vernaculars. European Probationers are paid Rs. 660 spread over a period of 33 months and are expected to study both the languages while Ceylonese Probationers are paid Rs. 330 to study one language, no allowance being paid to make themselves proficient in their own mother tongue. Assistant Superintendents promoted from the rank of Inspector are paid Rs. 225 spread over 30 months. If an officer passes the examination before the prescribed period he is allowed to draw the difference between the maximum allowed and the total amount he had already drawn.

This allowance is similar to that paid to Cadets of the Ceylon Civil Service. In the latter case the Chief Secretary has agreed to the reduction of the allowance from Rs. 630 to Rs. 420 for 21 months. We see no reason why a similar reduction

should not be made in the case of the Police Officers. We recommend that the maximum allowances for these officers should be:

	Rs.
European Police Probationers (23 months at Rs. 20 per mensem)	.. 460
Ceylonese Police Probationers (50 per cent. of the above) ..	.. 230
Promoted Officers (proportionately reduced) ..	.. 160

468. *Allowances to Port Police for knowledge of languages.*—European members of the Port Police are each paid an allowance of Rs. 10 per mensem when they pass a first examination in the vernaculars and Rs. 25 per mensem after the second examination. Both European and Ceylonese Officers are entitled to similar allowances for knowledge of foreign languages, such as French, German, &c., provided that the total amount of the allowance drawn does not exceed Rs. 50 per mensem. While we consider that some inducement is necessary to encourage these officers to study languages, we are of the opinion that a monthly allowance is not justified. We recommend that in the case of future entrants to the Police Service who may be attached to the Port Police, a bonus of Rs. 100 should be paid for each first examination passed and Rs. 200 for each second examination (subject to the proviso that the total amount of bonus earned by an officer should not exceed Rs. 600).

469. *Allowances to Sergeants and Constables for proficiency in First Aid.*—It is, we understand, the aim of the Department to see that every member of the Force is made proficient in First Aid, so that this knowledge may enhance the usefulness of the members of the Force. According to the Administration Report of the Inspector-General of Police for the year 1937 "the Ceylon Police Corps of the St. John's Ambulance Brigade now numbers 2,173 members, of whom 318 hold the Service Medal for 10 years' efficient service, 89 the Bar to the Medal for 15 years' efficient service and 16 the Second Bar for having completed 20 years' service. 66 per cent. of the Force hold First Aid Certificates". At this rate it is possible that almost the whole Force might be the holders of certificates, bars and medals, thus increasing the expenditure under this item.

The St. John's Ambulance Brigade is, we believe, an organization intended to appeal primarily to the civil population as a branch of Social Service. We understand that the unofficial interest in the movement evinced by the civil population is growing but not as fast as it should. The Inspector-General of Police is firmly of the opinion that the incentive by way of a proficiency allowance to keep his men up-to-date in first aid methods is essential until the movement spreads among the public to an appreciable extent. We recommend that the position should be reviewed in three years' time with a view to restricting the payment of this allowance to a fixed number.

470. *Allowance to Sub-Inspector, Port Police, in charge of Police Horses.*—An allowance of Rs. 180 per annum is paid to a European Sub-Inspector of the Port Police who is in charge of the Police horses. We were informed that this officer performs other police duties also and that he is in charge of a good deal of valuable Government property and is responsible for their loss or damage. He is also required to supervise the feeding, grooming and exercising of horses. Further, he is in charge of the Motor Prisons Van, the Horse Ambulance and the Governor's State Carriage. We see no objection to the retention of this allowance.

471. *Allowance to Senior Clerks who instruct newly appointed clerks.*—We understand that this allowance has already been abolished.

472. *Allowance to Sergeant for instruction in bugling.*—This allowance of Rs. 90 per annum is paid to the Sergeant who instructs constables in bugling and is intended to compensate him, for acquiring and maintaining proficiency in bugling without extra expense to Government. We have no objection to the retention of this allowance.

473. *Allowance to Sergeant who acts as Magazine Keeper, Kandy.*—The Store Sergeant at Kandy is responsible for the Magazine in addition to his other duties. The grounds on which this allowance of Rs. 120 per annum is being paid are that the duties are entirely extra-departmental and that the Sergeant has to

live in close proximity to the Magazine, and maintain records of stocks, issues, &c. We consider that an allowance of Rs. 90 per annum should be sufficient remuneration for these extra duties and recommend that the allowance should be reduced to this figure when there is a change in the holder of the post.

474. *Personal Allowance to labourer at Talaimannar: Rs. 60 per annum.*—This allowance is paid as compensation for serving in a malarial station. We are not aware of any other case where employees of this type are paid such an allowance. We recommend its discontinuance with a change in the holder of the post.

475. *Allowance to clerk who attends to clerical work in connection with First Aid—Rs. 100 per annum.*—We are informed that a clerk at Headquarters does this work and is paid the allowance on a certificate from the Inspector-General that the work has been performed efficiently. The volume of work is reported to be heavy and we understand that the clerk has to devote to these duties considerable time outside office hours. We have no objection to the retention of this allowance, subject to its review in 3 years' time—*vide* our observations in paragraph 469 above.

476. *Plain Clothes Allowance: Rs. 7,190.*—Inspectors, Sub-Inspectors, Sergeants and Constables who are expected to wear plain clothes are paid allowances at the following rates:—

Inspectors and Sub-Inspectors :	Rs. 90 each per annum.
Sergeants and Constables :	Rs. 30 each per annum.

The Inspector-General of Police has agreed that the allowance to Inspectors and Sub-Inspectors should be reduced to Rs. 60 each per annum and has taken steps to bring this rate into operation.

477. *Allowances to Constables for knowledge of English: Rs. 43,600.*—The amount spent on this account is large but, so far as the non-new entrants are concerned, it might be a hardship to withdraw the allowance. The only method of checking the yearly increase in the total amount is to avoid enlisting those with English educational qualifications lower than the 7th standard. This should be quite practicable as, according to the Administration Report of the Inspector-General of Police for 1936, "the supply of good material more than meets the demand while the standard in education and physique has so greatly improved as to justify raising the minimum in the physical and educational standards required of applicants". This view is supported by the further statement in the 1937 Administration Report that "an ample supply of good material has permitted fixing the minimum educational standard at the 7th standard in English."

We accordingly recommend that the allowance should not be paid to future entrants.

We understand that steps have already been taken to give effect to this recommendation.

478. *Efficiency Allowance to Finger Print Bureau Staff.*—The Registrar of the Finger Print Bureau and his Assistants are paid this allowance—Rs. 20 per mensem to the Registrar and Rs. 5 and Rs. 10 per mensem to the Assistants—to encourage them to become efficient in finger-print work. The allowance is paid only to those who pass a departmental examination. Considering the exacting nature of the work, we see no objection to the retention of this allowance.

479. *Remuneration to Caretaker of Police Quarters at Kataragama: Rs. 60 per annum.*—Although this item appears under "Allowances" it is salary paid to an outsider for taking care of the quarters at Kataragama. We recommend the transfer of this item to Personal Emoluments.

480. *Allowances to Constables for cleaning Government Motor Vehicles.*—Constables in charge of Motor patrol vans are each paid Rs. 5 per mensem and those in charge of Government cars used by the Inspector-General, Deputy Inspector-General (Provinces) and certain Superintendents in charge of Provinces are each paid Rs. 10 per mensem. We understand that these constables have not only to clean the cars but also to attend to their general maintenance. We have no objection to the continuance of these allowances.

481. *Forage Allowances.*—These allowances are included under "Other Charges," Sub-head 12, Horses and Conveyances". There are 10 officers who are in receipt of forage allowance at the rate of Rs. 80 per mensem. The Inspector-General of Police has agreed that the number of forage allowances can be reduced to 7 and the rate itself reduced from Rs. 80 per mensem to Rs. 70 per mensem. Steps have already been taken to bring these recommendations into operation.

We consider that these allowances should be removed from the "Other Charges" vote where they are now shown in the Estimates and included under "Personal Emoluments" along with the other allowances, a corresponding reduction being made in the "Other Charges" vote.

CHAPTER XLVI.

HEAD 36.—PRISONS.

482. *Inspector-General of Prisons.*—Prior to October 1, 1932, the salary scale of this post was £1,050—50—1,300, the top segment of the pre-Sessional Paper VIII. of 1934 scale of Class II. of the Civil Service. In April, 1932, the post became vacant. Acting arrangements were continued till February, 1934, when the State Council agreed to make provision for a permanent appointment on the salary scale Rs. 12,000—600—15,000. Thereafter applications were called for and the Senior Superintendent of the Department was appointed to the post on the advertised salary scale.

For reasons stated in paragraph 321 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres assigned to this post the salary scale Rs. 12,000—600—15,600. The present holder of the office was thereupon transferred to this scale. He has made several applications for an improvement of this salary.

We assign to this post the salary scale Rs. 10,560—9 of 360—13,800 which preserves the existing position relative to the Civil Service scales.

483. *Superintendents of Prisons.*—The pre-Sessional Paper VIII. of 1934 scales of these posts are:—

Grade I. (1 post)	..	..	..	£650—30—800
Grade II.	..	..	..	£400—25—650

For reasons stated in paragraph 322 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres recommended for these posts the following salary scales:—

Grade I. (1 post)	..	..	..	Rs. 7,800—10,200
				8 of Rs. 300 (E. B. before Rs. 9,300)
Grade II.	..	..	..	4,200—7,500
				10 of 240, 3 of 300 (Two years on Rs. 4,200; E. BB. before Rs. 5,160 and 6,360).

In paragraphs 160 and 161 of Sessional Paper XXVIII. of 1935 the Select Committee on Salaries and Cadres recommended the creation of a post of Probationary Superintendent and withdrew the provision of the two year halt on the minimum salary for Superintendents, Grade II. The scale, with the Probationary and Assistant Superintendent segments, is:—

Probationary Superintendent (1st year of service)	..	..	..	Rs. 2,400
Assistant Superintendent (2nd year of service, if found satisfactory during the 1st year, and thereafter until appointed Superintendent)	..	..	..	3,000
On appointment as Superintendent :	4,200—7,500
				10 of 240; 3 of 300 (E. BB. before Rs. 5,160 and 6,360)

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We assign to Superintendents of Prisons the following scales of salary which preserve the existing position relative to the salary scales recommended in Sessional Papers VIII. of 1934 and XXVIII. of 1935:—

		Rs.
Superintendents :		
Grade I. (1 post)	.. ..	7,560—9,000
		6 of 240
Grade II.	.. ..	3,300—7,260
		22 of 180
		(E. B. before Rs. 4,560 and Rs. 6,180).
Assistant Superintendents during the 2nd year of service, if found satisfactory during the 1st year, and thereafter until appointed Superintendent		
Probationary Superintendent (1st year of service)	.. ..	3,000
		2,400

No Superintendent, Grade II., should be promoted to Grade I. until he has at least passed the Efficiency Bar before Rs. 4,560.

484. *Jailers*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of Jailers are:—

	Pre-Sessional Paper VIII. of 1934 Scale. Rs.	Sessional Paper VIII. of 1934 Scale. Rs.
Jailers :		
Class I.	.. 2,400—3,600	.. 2,400—3,600
	8 of 150	10 of 120
	(E. B. before Rs. 3,000)	(E. B. before Rs. 3,000)
Class II.	.. 1,260—2,100	.. 1,260—2,100
	8 of 105	10 of 84
	(E. B. before Rs. 1,680)	(E. B. before Rs. 1,680)

In the 1922 Salaries Scheme the initial salary of Jailers, Class II., has been fixed at Rs. 1,260 with reference to the maximum salary of Head Overseers (Rs. 1,200) because Jailers' Grade was normally filled by the promotion of Head Overseers. The present policy is to recruit Jailers from outside the Department unless there is a Head Overseer in the Department who is in all respects fit for promotion—*vide* paragraph 323 of Sessional Paper VIII. of 1934. In these circumstances there is no necessity to give a Jailer, Class II., so high a commencing salary as Rs. 1,260 per annum. We propose for Jailers the following scales of pay:—

		Rs.
Jailers :		
Class I., 7 at	.. ..	2,040—3,000
		10 of 96
		(E. B. before Rs. 2,520)
Class II., 24 at	.. ..	720—1,920
		25 of 48
		(E. B. before Rs. 1,440)

No Jailer, Class II., should be promoted to Class I until he has at least passed the Efficiency Bar before Rs. 1,440.

485. *House Masters and Assistant House Masters*.—House Masters are at present graded with Jailers, Class I., and Assistant House Masters with Jailers, Class II. We do not propose any change in this grading. The salary scales we have proposed for Jailers will therefore apply to these grades.

486. *Head Overseers, Overseers, Sub-Overseers and Guards.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salaries of these grades are the same. These salaries are:—

			Rs.
Head Overseers	..	..	720—1,200
			<hr/>
Overseers	..	..	6 of 80
			570—690
			<hr/>
			2 of 60
Sub-Overseers :			
Class I.	..	..	540
Class II.	..	..	480
Class III.	..	..	420
Guards :			
Class I.	..	..	390
Class II.	..	..	360
Class III.	..	..	330

The Inspector-General of Prisons in his Economy Programme made the following proposals in regards to these grades:—

- (1) That the grades of Head Overseer and Overseer should be grouped into a new grade of Overseer on a salary scale of Rs. 570—60—840.
- (2) That the three classes of Sub-Overseer should be regrouped into two new classes:

Class I. on Rs. 480
Class II. on Rs. 420

- (3) That the three classes of Guards should be regrouped into two new classes:

Class I. on Rs. 360
Class II. on Rs. 330

We accept these proposals in principle and recommend the following scheme:—

			Rs.
			570—840
Overseers	..	..	<hr/>
			9 of 30
Sub-Overseers :			
Class I.	..	..	480
Class II.	..	..	420
Guards :			
Class I.	..	..	360
Class II.	..	..	330

Cadre : The number of posts in the new grade of Overseer should be half the number in the grade of Sub-Overseer, and the number in the grade of Sub-Overseer should be one-third the number in the grade of Guard.

If the above scheme is approved, we recommend:—

- (1) That the grade of Head Overseer should be gradually abolished, the posts of Overseer being increased until the cadre proposed by us is reached.
- (2) That Overseers now on the salary scale Rs. 570—60—690 should be allowed to proceed after they had reached a salary of Rs. 690 in their present scale to a maximum salary of Rs. 840 per annum by annual increments of Rs. 30.
- (3) That the present grades of Sub-Overseer, Class I., and Guard, Class I., should be gradually abolished, the numbers in the new Classes I. and II., i.e., present Classes II. and III., being alternately increased by the number of suppressed posts until the cadre proposed by us is reached.

487. *Executioners.*—There are two executioners on fixed salaries of Rs. 840 and Rs. 504 per annum. We recommend no change in these salaries.

488. *Superintendent, Prison Industries.*—In paragraph 609 of Part I. of our Report we stated:—

“ At present the Inspector-General personally supervises the industrial undertakings of the Department. A special Departmental Committee appointed by the Home Ministry recommended, *inter alia*, the appointment of a Superintendent of Prison Industries for the reason that ‘ the industrial work of the Prisons requires specialized knowledge, business experience, and far more time and greater care than the Inspector-General can afford to give.’ The duties of the Superintendent would be to supervise and co-ordinate all industrial employment in the Prisons, and to be responsible for all accounts under the Prison Industries Advance Account. The Inspector-General stated that unless such an officer is appointed he would be compelled to slow down the industrial activities of the Department, which would result in the unremunerative employment of a large amount of the labour available in the Prisons. We would, therefore, raise no objection to the creation of the post on a suitable salary scale which we shall recommend in our Report on Salaries, Allowances, &c. If, in the meantime, a retrenched officer, with the necessary experience and of the status of a Staff officer, is available in any other Department, say the Public Works Department or the Railway, he may be selected to fill this post.”

The salary scale recommended for this post in paragraph 162 of Sessional Paper XXVIII. of 1935 is Rs. 4,200—10 of 240, 3 of 300—Rs. 7,500, the same as that assigned in Sessional Paper VIII. of 1934 to Superintendents of Prisons, Grade II. The scale we have proposed for Superintendents, Grade II., is Rs. 2,400: Rs. 3,000: Rs. 3,300—22 of 180—7,260. In our considered opinion this salary is excessive for the post of Superintendent of Prison Industries. We therefore assign to this post a salary of Rs. 2,460—6 of 90 and 12 of 150—Rs. 4,800 (Efficiency Bar before Rs. 3,450) which comprises segments of our scales for Inspectors and Assistant Engineers, Grade II. of the Public Works Department. We consider this grading appropriate to this post.

489. *Probation System.*—In paragraphs 610 *et seq* of Part I. of our Report we dealt with the Probation System and set out the staff changes including salaries proposed by the Inspector-General of Prisons. We stated in paragraph 614 of that Report:—

“ We accept, in principle, all the staff changes and additions referred to above. The question of salaries to future entrants will be dealt with in our Report on Salaries, Allowances, &c.”

It is not possible to visualize what extra work and responsibility will be placed on the staff officers of the Department or to what extent their work and responsibility on the prison side will diminish as a result of the introduction of the Probation System. It seems therefore proper that the adequacy or otherwise of their salaries should be examined when the Probation System has been in operation for some time. As regards the new posts proposed by the Inspector-General of Prisons, it appears unlikely that the System will be introduced for some time to come: we therefore suggest that salaries for these posts should be fixed by the competent authority on the basis of salaries recommended by us for comparable grades if and when the introduction of the System is contemplated.

ALLOWANCES.

490. *Special Rent Allowance to Subordinate Prison Officers.*—Owing to—

- (1) the shortage of official quarters at the time,
- (2) the necessity for administrative and disciplinary purposes for a part of the Prison staff to live in close proximity to the various prisons, and
- (3) the general difficulty of renting out suitable private houses near the Prisons,

Government sanctioned in 1923 the following special rates of rent allowance to serve as minima to subordinate Prison Officers:—

	Colombo and Kandy.				Other Outstations.			
	Married.		Single.		Married.		Single.	
	Rs.		Rs.		Rs.		Rs.	
Jailer ..	420	..	210	..	360	..	180	
Head Overseer ..	270	..	135	..	210	..	105	
Overseer ..	180	..	90	..	150	..	75	
Sub-Overseer ..	150	..	90	..	120	..	72	
Guard ..	120	..	90	..	90	..	72	
Hospital Orderly ..	90	..	90	..	72	..	72	

The general position in regard to quarters at the present time is much better than in 1923; a reasonable proportion of the staff of nearly all prisons is now housed in Government quarters. There is now no valid reason for continuing these special rates of rent allowance. The Inspector-General of Prisons whom we consulted recommends the following reduced rates:—

	Colombo and Kandy.				Other Outstations.			
	Married.		Single.		Married.		Single.	
	Rs.		Rs.		Rs.		Rs.	
Jailer ..	300	..	150	..	240	..	120	
Head Overseer ..	216	..	108	..	180	..	90	
Overseer ..	156	..	78	..	120	..	60	
Sub-Overseer and								
Guard ..	120	..	60	..	90	..	45	
Hospital Orderly ..	84	..	42	..	72	..	36	

We incline to the view that these special rates of rent allowance should be abolished forthwith and the officers concerned granted rent allowance at the usual rates, the Inspector-General of Prisons applying to the Treasury for sanction for payment of any higher rate in deserving cases. We suggest that the Treasury should take up this question with the Inspector-General of Prisons and arrive at a satisfactory settlement.

491. *Good Conduct Allowances.*—An allowance of Rs. 2.50 per mensem is now paid to Guards with 15 years' satisfactory service who are ineligible for promotion to the grade of Sub-Overseer owing to insufficient education but are certified as being of very good character. Present recruits to this grade are sufficiently qualified educationally and will not on this account be debarred from promotion to the Sub-Overseer grade. The necessity for this allowance has therefore ceased to exist and we recommend its abolition in the case of future entrants.

492. *Boot Allowance.*—Jailers and House masters receive an allowance of Rs. 24 per annum each for two pairs of boots: Head Overseers drawing a salary of Rs. 1,000 per annum and over receive Rs. 20 per annum each for two pairs of boots. (Rs. 18 in the case of new entrants). As already stated by us elsewhere we are of the opinion that the allowance of Rs. 24 per annum should be reduced to Rs. 18 per annum on the basis of 3 pairs of boots for 2 years. We, therefore, recommend that the rates of Rs. 24 per annum and Rs. 20 per annum now in force in the Prisons Department should be reduced to a uniform rate of Rs. 18 per annum.

493. *Diet Allowance.*—At present Overseers in receipt of Rs. 630 per annum and under, Sub-overseers, Guards and Hospital Orderlies are paid a diet allowance of Rs. 6 per mensem. This allowance is in substitution for "half of a full diet which these officers were entitled to receive under the Departmental Standing Orders". We have proposed a slight modification of the existing structure of the Prison subordinate service involving the amalgamation of the present Head Overseer and Overseer grades. We recommend that in our Scheme this allowance should be paid only to Sub-overseers, Guards and Hospital Orderlies.

494. *Allowances to Learner Guards.*—Twelve Learner Guards are paid allowances of Rs. 300 per annum each. We do not see why these allowances should be any higher than those paid to Excise Learner Guards, viz., Rs. 240 per annum each to which figure we recommend that this allowance be reduced.

495. *Allowance to Male Nurses.*—There are fourteen male nurses under training in the General Hospital at present and they are paid at Rs. 360 per annum each. We understand that the total number required is twenty-two and that some difficulty is experienced in finding suitable men. When the first batch of twenty-two male nurses has been recruited, we recommend the reduction of this allowance to Rs. 240 per annum.

CHAPTER XLVII.

HEAD 37.—GOVERNMENT ANALYST.

496. *Government Analyst.*—The pre-Sessional Paper VIII. of 1934 scale of this post is £900—50—1,200 and the Sessional Paper VIII. of 1934 scale is Rs. 10,800—6 of 600—14,400. We assign to this post the salary scale Rs. 9,120—8 of 360—12,000, which is appropriate relative to the salaries we have assigned to the other scientific, engineering and technical grades of the Public Service.

497. *Deputy Analyst.*—The pre-Sessional Paper VIII. of 1934 scale of this post is £500—30 and 40—960. In paragraph 332 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres proposed for this post a salary of Rs. 5,640—10 of 360—9,240; the Select Committee subsequently revised this salary to Rs. 7,200—480—9,600—*vide* paragraph 171 of Sessional Paper XXVIII. of 1935. We recommend for this post the salary scale Rs. 6,240—9 of 240—8,400 (Efficiency Bar before Rs. 7,200). Normally, no person will be appointed to this post unless he is a Fellow of the Institute of Chemistry; however, should Government at any time find it necessary to appoint to this post a person with lower qualifications, he should not be eligible to proceed beyond the Efficiency Bar until he becomes a Fellow of the Institute of Chemistry.

498. *Assistant Analyst and Probationers: Assistant Analyst for Document Work.*—These posts came into existence on the recommendations contained in Chapter XXX. of Sessional Paper XXVIII. of 1935; they now carry the following scale of salary:—

Probationers	..	Rs. 1,800 (for two years)
Assistant Analysts	..	Rs. 3,600—240—6,000

In paragraph 172 of Sessional Paper XXVIII. of 1935 the Select Committee on Salaries and Cadres recommended that future entrants to the grades of Analyst, Deputy Analyst, Assistant Analyst and Probationer should possess the following qualifications:—

- (i.) Probationers should normally be required to possess a First or Second Class Honours degree in Chemistry before appointment. A Probationer appointed with lower qualifications should be required to obtain the prescribed qualification within the two years of his probationary period. Should he fail to obtain the prescribed qualification, he should either be discontinued or should remain on the Probationer's salary (Rs. 1,800) until he obtains the prescribed qualification;
- (ii.) Probationers should remain on probation for two years at least and during this period should draw the salary of Rs. 1,800 per annum;
- (iii.) Probationers should not be promoted to the grade of Assistant Analyst, unless they become Associate Members of the Institute of Chemistry, or obtain a First or Second Class Honours degree in Chemistry;
- (iv.) No person should be eligible for the post of Deputy Analyst or Analyst, unless he is a Fellow of the Institute of Chemistry.

The Government Analyst has represented to us.—

- (i.) that on the last occasion when several vacancies in the grade of Assistant Analyst and Probationer were advertised, no candidates with First or Second Class Honours degrees in Chemistry were available for appointment and consequently the qualification had to be lowered to an ordinary pass in the B.Sc. examination, and

- (ii.) that the requirement that probationers should obtain the higher qualification during their probationary period has been found to be unworkable in practice,

and recommended the following in substitution for the qualifications already laid down.—

- (1) Probationers should normally be required to possess a B.Sc. degree in Chemistry of a recognized British University, preferably a First or Second Class Honours degree, or the Associateship of the Institute of Chemistry;
- (2) Probationers should remain on probation for two years at least and during this period should draw the salary of Rs. 1,800 per annum;
- (3) Vacancies in the senior posts of Deputy Analyst and Analyst should be filled normally by promotion from the Assistant Analyst grade, and such promotion should not necessarily be by seniority. The qualification required normally for these two posts should be the Fellowship of the Institute of Chemistry.

We have no objection to the qualifications for entry into these posts being lowered as proposed by the Government Analyst, and have taken account of this factor in the salary we assign below to this grade:—

Probationers :

1st year	..	Rs. 1,200 per annum	
2nd year	..	Rs. 1,800 per annum	
		Rs. 2,400—6,000	
Assistant Analyst	..		
		6 of 120, 16 of 180	
		(E.B.B. before Rs. 3,300 and Rs. 4,560)	

No Assistant Analyst should proceed to a salary of Rs. 4,560 until he obtains a First, or Second Class Honours degree in Chemistry, or becomes an Associate of the Institute of Chemistry. No Assistant Analyst should receive promotion to the post of Deputy Analyst, until he has at least passed the Efficiency Bar before Rs. 4,560.

499. *Sub-Assistants.*—This grade will gradually cease to exist—paragraph 171 of Sessional Paper XXVIII. of 1935. It is unnecessary therefore to propose a salary scale for this grade.

CHAPTER XLVIII.

HEAD 38.—ZOOLOGICAL GARDENS.

500. The Estimates for 1938-39 provide for the following staff under the Head Zoological Gardens:—

		Rs.
1 Superintendent (temporary)	.. ..	1,800
1 Cashier (temporary)	.. ..	510
1 Overseer (temporary)	.. ..	360
9 Animal keepers (temporary)—		
1 at	.. ..	360
7 at	.. ..	270
1 at	.. ..	240
1 Head Gardener (temporary)	.. ..	480
6 Gardeners (temporary) at	.. ..	240
1 Carpenter (temporary)	.. ..	360
1 Water Labourer (temporary)	.. ..	240
1 Ticket Collector (temporary)	.. ..	270
1 Messenger (temporary)	.. ..	240
2 Night Watchers (temporary) at	.. ..	240
1 Cook (temporary)	.. ..	216
1 Guide (temporary)	.. ..	120

We propose no change in the salaries of these posts. We have recommended the suppression of the posts of Head Gardener and Ticket Collector in paragraph 624 of Part I. of our Report.

ALLOWANCES.

501. *Allowance to Supervising Officer: Rs. 1,200 per annum.*—Though an allowance of Rs. 1,200 per annum is provided in the 1938-39 Estimates for the Secretary and Librarian of the Museum for supervising the Zoological Gardens, the allowance has, at our suggestion, been paid at the reduced rate of Rs. 50 per mensem. The necessity for the continuance of supervision by the Secretary and Librarian of the Museum should be reviewed in 2 years' time in the light of the circumstances then existing.

CHAPTER XLIX.

HEAD 39.—MINISTER FOR AGRICULTURE AND LANDS.

502. All the posts under this Head fall within some general category which has already been dealt with.

CHAPTER L.

HEAD 40.—COMMISSIONER FOR DEVELOPMENT OF AGRICULTURAL MARKETING.

503. The circumstances leading to the creation of this Department are contained in paragraph 176 of Sessional Paper XXVIII. of 1935. As this is a new Department started in January, 1935, there are no pre-Sessional Paper VIII. of 1934, or Sessional Paper VIII. of 1934 scales for the departmental posts and grades carried in its establishment.

504. *Commissioner for Development of Agricultural Marketing.*—This post is at present held by a Civil Servant in Class II., and in all probability this arrangement will continue for some time. It is therefore unnecessary to fix a salary scale for this post.

505. *Assistant Commissioner (Rs. 2,700/3,600—240—6,000).*—In paragraph 646 of Part I. of our Report we have recommended the suppression of this post.

506. *Senior Marketing Officer.*—Provision for this post was included in the Estimates for 1936-37 on the salary scale, Rs. 1,680—10 of 96—2,640, in order to retain in service an officer whose experience was valuable to the department. This salary scale is the same as that assigned in Sessional Paper VIII. of 1934 for Inspectors, Class II. of the Co-operative Department. We assign to this post the

salary scale Rs. $\frac{960-23 \text{ of } 60-2,340}{(E.B. \text{ before Rs. } 1,740)}$, which maintains its position relative to the scales we have proposed for Inspectors of the Co-operative Department.

507. *Marketing Officers: Managers.*—The present salary scale of these posts is Rs. 864—4 of 60, 5 of 96—1,584. This is the Sessional Paper VIII. of 1934 scale of the lowest class—Class III.—of Inspectors of the Co-operative Department. We have assigned to the corresponding class of Co-operative Inspector the salary

scale Rs. $\frac{510-27 \text{ of } 30-1,320}{(E.B. \text{ before Rs. } 960)}$. We assign the same scale to these grades.

508. *Depôt Managers.*—These officers are on a fixed salary of Rs. 864 which is the initial salary of the scale for Marketing Officers. We preserve this relative position and propose for Depôt Managers a fixed salary of Rs. 510 per annum.

509. *Motor Car Drivers (Rs. 576—24—720).*—To these posts we assign the salary scale Rs. 480—5 of 24—600.

The other posts included under this Head fall within some general scheme or category, which has already been dealt with.

CHAPTER LI.

HEAD 42.—LAND COMMISSIONER.

510. *Deeds Assistant*.—Prior to October 1, 1933, the Officer-in-Charge of the Deeds Branch of the Land Commissioner's Office was a member of the General Clerical Service. The clerk who occupied this post immediately prior to October 1, 1933, had qualified as an Advocate and his knowledge of law was found to be of great use to the department in the drafting of Crown Grants, Crown Leases, &c. With a view, therefore, to retaining him in service, provision was made in the Estimates for 1933-34 for a non-pensionable post of Legal and Deeds Clerk on the salary scale of Rs. 2,880—5 of 120, 6 of 180—4,560, and the officer referred to was seconded to the post. This scale was roughly a segment of the pre-Sessional Paper VIII. of 1934 salary scale of Class II. and the salary scale of Class I. of the General Clerical Service with the Headquarter allowance added to it.

The Select Committee on Salaries and Cadres for reasons stated in paragraph 340 of Sessional Paper VIII. of 1934 recommended the retention of that scale for Ceylonese future entrants to that post. On representations made to it by the Land Commissioner, the Select Committee in paragraph 180 of its Third Interim Report, Sessional Paper XXVIII. of 1935, proposed that the designation of this post should be changed to "Deeds Assistant", that its status should be raised to that of a minor staff appointment, but that there should be no increase in the salary attaching to the post. The designation was accordingly altered in the Estimates for 1935-36. The salary scale of the post was, however, increased in the Estimates for 1937-38 to Rs. 3,960—6 of 180, 6 of 240—6,480.

We recommend that a future entrant to this post, if possessing qualifications comparable with those of its present holder, should be paid salary on the scale of

Rs. 3,120—6,000.
 16 of 180
 (E.B. before Rs. 4,560).

If a person with such qualifications is not readily available on this salary, the post should revert to the Clerical Service.

ALLOWANCES.

511. *Special Allowance to Colonization Officer, Minneriya Development Scheme—Rs. 1,200 per annum*.—This allowance is paid to a member of the Survey Department stationed at Minneriya as Colonization Officer. The Land Commissioner has informed us that the present Colonization Officer will revert to his substantive post in the Survey Department by about September, 1939, and that no special allowance will be paid to his successor or assistants. We are entirely in accord with the decision to discontinue this allowance. There might have been some justification for the payment of special allowances during the early stages of the Minneriya Development Scheme, when a considerable amount of pioneer work had to be done; but with the progress of the scheme, the duties of the officers stationed there should be regarded as normal, and not warranting any special financial inducement. We consider that the stage has been reached when such special allowances should cease.

CHAPTER LII.

HEAD 43.—LAND SETTLEMENT DEPARTMENT.

512. *Settlement Officer*.—This post is filled from the Civil Service.

513. *Assistant Settlement Officers*.—As the full complement of the normal staff of Assistant Settlement Officers, viz., 14, could not be made available from the Civil Service, and the work of the Settlement Department was being hampered by a lack of officers, Government found it necessary in 1937 to replace a number of

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Civil Service posts by a new grade of Departmental Assistant Settlement Officer to be filled locally by direct recruitment. To this grade the following salary scale was assigned :—

Rs. 3,600 a year for two years while on probation.
First Examination and Efficiency Bar.
Rs. 4,200—12,480

6 of 300, 11 of 360, 6 of 420
Second Examination and Efficiency Bar before Rs. 5,700
Efficiency Bars before Rs. 7,800 and Rs. 10,380.

The notice calling for applications on the above salary scale also contained the following note :—

“ When officers recruited under this scheme reach the maximum of their grade, there is a possibility of a ‘ Selection ’ Grade rising to Rs. 14,400 being created.”

On May 18, 1937, the State Council passed a supplementary estimate providing for the recruitment, with effect from July 1, 1937, of three officers under this scheme. Three Assistant Superintendents of Surveys were also seconded for service as Assistant Settlement Officers of whom one still retains that post on a special salary scale of £450—2 of 25, 2 of 30, 1 of 40, 8 of 30, 9 of 40—1,200, which is a combination of the pre-Sessional Paper VIII. of 1934 scales of the grades of Assistant Superintendent and Superintendent of Surveys with a slightly higher maximum. This scale is personal to him. Three more posts under the new scheme were provided for in the Estimates for 1937-38 and the number of Assistant Settlement Officers, Civil Service, Class II., was reduced to 7.

The salary scale Rs. 4,200—12,480 has been derived from the Sessional Paper VIII. of 1934 salary scales of Assistant Superintendents and Superintendents of Surveys. We propose for Assistant Settlement Officers (Departmental) the following scale which is based on our scales for Assistant Superintendents and Superintendents of Surveys :—

Rs. 2,700 a year for 2 years while on probation.
First Examination and Efficiency Bar.
Rs. 3,600—10,200

20 of 240, 5 of 360
Second Examination and Efficiency Bar before Rs. 4,560.
Efficiency Bars before Rs. 7,200 and Rs. 8,760.

Officers recruited on our scales may also have held out to them the prospect that, when they reach the maximum of their grade, there is a possibility of a selection grade rising to Rs. 12,000 per annum being created.

514. *Draughtsmen.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these Draughtsmen appear on page 189 of Sessional Paper VIII. of 1934. For these posts we propose the following scales of pay :—

Class I. :

Special Grade	..	Rs. 3,600
Grade I.	..	Rs. 2,340—10 of 84—3,180
" II.	..	Rs. 900—10 of 48, 15 of 60—2,280 (E. B. before Rs. 1,560)

Class II. :

Grade I.	..	Rs. 1,296—9 of 36—1,620
" II.	..	Rs. 480—26 of 30—1,260 (Efficiency Bar before Rs. 900)

Promotion from grade to grade, and recruitment to this Service should be governed by the same principles as those proposed for the re-constructed General Clerical Service. The Settlement Officer should, in consultation with the Treasury and the Deputy Chief Secretary, settle the scope of the examinations, if any, to be associated with the efficiency bars, the conditions governing promotion from grade to grade and class to class and the distribution of numbers among the various grades. (In a small service like this such distribution cannot be laid down

in advance: it should be fixed on an equitable basis.) No Draughtsman in Class II., Grade II., should be promoted to Class I., Grade II., until he has served at least 8 years in Class II., Grade II.: similarly no Draughtsman in Class I., Grade II., should be promoted to Grade I., until he has passed the Efficiency Bar in Grade II. or to the Special Grade until he has served at least 5 years in Grade I.

515. *Process Writer*.—The Sessional Paper VIII. of 1934 scale of this post is Rs. 360—12—480 (*vide* page 160 of that Sessional Paper). We recommend no change in this salary.

ALLOWANCES.

516. *Duty Allowance to Settlement Officers and Interpreters*.—The history of these allowances is given in paragraph 255 (a) of Sessional Paper XLVIII. of 1928. They are intended to afford compensation to the Settlement Officer and his Assistants for the specially arduous life they have to lead when in the field where most of their work lies. The Settlement Officer has stressed the fact that the work of his officers takes them to remote parts of the Island, mostly unhealthy; that they work under trying conditions; and that they have to bear extra expenses to cover which the ordinary subsistence allowance is not sufficient. The rates are as follows:—

Settlement Officer	Rs. 225	per mensem (minimum of 120 nights out per annum.)
8 Assistant Settlement Officers	Rs. 145	" " 180 "
7 Do.	Rs. 135	" " 180 "
1 Interpreter Mudaliyar	Rs. 45	" " 120 "
15 Interpreters	Rs. 30	" " 180 "

We consider that conditions have greatly changed since the system of paying extra allowances was first introduced in 1903. In fact, we find that as long ago as 1925 an attempt was made by the Finance Committee of the Legislative Council to discontinue this allowance. It is to be noted that the officers concerned are re-imbursed their travelling expenses and are paid subsistence allowance in addition to this special allowance. We have considered this question carefully and have come to the conclusion that there is still some justification for an allowance, but that the amounts should be reduced. We recommend the reduction of the allowance to the following rates on the same conditions regarding "nights out" as at present—

Settlement Officer	..	Rs. 125 per mensem
Assistant Settlement Officers	..	Rs. 100 "
Interpreters	..	Rs. 25 "

These new rates should be brought into operation as and when new holders are appointed to these posts.

517. *Allowance to clerk who acts as Shroff: Rs. 300 per annum*.—It is very rarely that collections are now made on circuit. Even if there are any collections it should be possible for the Settlement Officer, with the assistance of the Interpreter, to attend to this work. We are of the opinion that the practice of sending a clerk to act as Shroff should be discontinued and the allowance abolished with effect from October 1, 1939.

518. *Allowance to clerk who attends to preparation of Notices under Land Settlement Ordinance and to work in connection with reference cases: Rs. 360 per annum*.—Although this allowance is not described as such, it is a personal allowance to the present recipient. We are of the opinion that the duties for which this special allowance is granted should be regarded as part of the normal duties of a member of the department. We recommend that the allowance should be discontinued with the next change of officer holding the post.

519. *Allowance to the Arachchi for accompanying Assistant Settlement Officers on circuit: Rs. 30 per annum*.—The only justification for this allowance appears to be that "the holder of this office is the senior peon who looks to this as a reward for long service in the field". We recommend the discontinuance of this allowance to future holders of this post.

CHAPTER LIII.

HEAD 44.—SURVEY DEPARTMENT.

520. *Surveyor-General*.—Both under the 1922 and the 1934 schemes of salaries this post has been assigned the salary scale of Class I., Grade II., of the Civil Service. We maintain the same relative salary position and assign to this post a salary of Rs. 15,000.

521. *Deputy Surveyor-General*.—The 1922 and the 1934 salary scales of this post are £1,150—50—1,300 and Rs. 13,800—600—15,600, respectively. These are segments of the Civil Service scales. We assign to this post a salary scale of Rs. 10,560—9 of 360—13,800 which is a segment of our salary scale for Class II. of the Civil Service and which maintains the existing relative salary position.

522. *Assistant Surveyor-General*.—When the present holder of this post retires it will be abolished (paragraph 681 of Part I. of our Report). It is therefore unnecessary to fix a salary scale for it.

523. *Superintendents, Assistant Superintendents and Probationers*.—The scheme of recruitment and the rates of remuneration of these grades are set out in paragraphs 351 to 354 of Sessional Paper VIII. of 1934. The salary scales of these grades are :

	1922 Scheme.	1934 Scheme.
Superintendents ..	£840—1,040	Ra. 10,080—12,480
	5 of 40	5 of 480
Assistant ..	£450—810	Ra. 3,960—9,720
Superintendents ..	2 of 25, 2 of 30 1 of 40, 7 of 30	6 of 300, 11 of 360
Probationers (while in training at Diyatatalawa) ..	Rs. 2,400	Rs. 1,800

We propose for these grades the following scales of salary which maintain the existing relative position between the salaries of these grades and the salaries of staff officers of other technical departments:—

Superintendents ..	Rs. 8,760—10,200
Assistant Superintendents, Grade I. ..	4 of 360 Rs. 6,240—8,400
Assistant Superintendents, Grade II. ..	9 of 240 Rs. 3,120—6,000
Probationers (allowance) ..	16 of 180 (E. B. before Rs. 4,560) Rs. 1,200.

Under the Sessional Paper VIII. of 1934 scheme an Engineer, even after obtaining the A.M.I.C.E., has to start his career in the Public Works or Irrigation Departments as an Assistant Engineer and obtain promotion to the District or Irrigation Engineer grade on the occurrence of a vacancy. The assignment to Assistant Superintendents of Surveys of a continuous time scale extending from Rs. 3,960 to Rs. 9,720 has placed them in a more favourable position than those who enter the Public Works or Irrigation Department. We consider this an anomaly and to remove it we have divided Assistant Superintendents into two grades.

In paragraph 700 (b) of Part I. of our Report we have proposed a cadre of 20 Assistant Superintendents of Surveys. We recommend that seven of these posts should be in Grade I. and the other thirteen in Grade II. We are convinced that with the numbers we have proposed for Grade I. and with the promotion prospects the Superintendents' grade and the other higher appointments in this Department offer to an Assistant Superintendent, Grade II., an efficient officer in this grade can secure promotion to the higher grades even before he reaches the maximum of the respective grades.

As regards the remuneration proposed by us for Probationers we consider Rs. 100 a month an adequate living allowance for Probationers stationed at Diyatalawa.

524. *Superintendent, Instrument Department.*—The holder of this post was up to October 1, 1934, on the salary scale of £450—25—600. With effect from that date he was granted an allowance of Rs. 600 per annum for attending to the repairs and maintenance of survey instruments of the Irrigation Department. With effect from October 1, 1935, this allowance was discontinued and the salary of the Superintendent increased to £450—25—700, the increase being regarded as personal to the present holder.

In paragraph 683 of Part I. of our Report we have proposed that this post should carry a lower scale of salary and that early steps should be taken to train a suitable officer for it.

The salary scale recommended for this post in Sessional Paper VIII. of 1934 is Rs. 3,960—240—6,600 which is based on the scale assigned by the Select Committee to Assistant Superintendents of Surveys. We recommend for this post a salary scale of Rs. 2,460—6 of 90 and 12 of 150—4,800: Efficiency Bar before Rs. 3,450, which is a combination of a segment of the salary scale we propose for Inspectors of the Public Works Department and the salary scale of Assistant Engineers, Grade II. While the candidate selected for appointment is in training he should be given only a training allowance, not exceeding Rs. 100 a month, to be fixed by the Treasury.

525. *Office Assistant.*—The creation of this post on the salary scale of Class III. of the Civil Service was recommended in paragraph 190 of Sessional Paper XXVIII. of 1935. Provision was accordingly made for it in the Estimates for 1935-36. The salary scale appearing in the Estimates (Rs. 5,400—400—7,800) is that on which officers receiving non-normal promotion to Class III. of the Civil Service are placed. In paragraph 685 of Part I. of our Report we have recommended the suppression of this post when the present holder vacates it. In case it is decided to retain this post, we recommend that it should carry the salary scale of Rs. 3,600—300—6,000.

526. *Surveyors.*—The pre-Sessional Paper VIII. of 1934 and Sessional Paper VIII. of 1934 salary scales of Surveyors are:—

	Pre-Sessional Paper VIII. of 1934 Scale.	Sessional Paper VIII. of 1934 Scale.
	Rs.	Rs.
Grade I.	4,600—200—6,000	3,960—180—5,040
Grade II.	2,880—120—4,440	2,400—120—3,840
Grade III.	1,200—120—3,600	1,080—120—3,000

Under the pre-Sessional Paper VIII. of 1934 scheme promotion to Grade II. is contingent on a surveyor passing the Junior Examination which may be taken up after a year's service in Grade III. When an officer passes the Junior Examination he is given a special increase of salary equal to seven increments (Rs. 840) or the difference between his salary at date of passing and Rs. 2,760 whichever is less. He is required to serve one year on Rs. 2,760 before promotion to Grade II. In the Sessional Paper VIII. of 1934 scheme the special increase in pay on passing the Junior Examination has been limited to four increments. We have already stated in paragraph 700 (d) of Part I. of our Report that the Acting Surveyor-General has agreed with us that there is no justification for this special concession. We do not intend that this special concession should extend to our scheme.

We consider that future entrants to this grade should be paid on the following scales:—

	Rs.
Grade I.	14 at 3,480—7 of 120—4,320
Grade II.	44 at 1,380—22 of 90—3,360 (E. B. before 2,550)
Grade III.	180 at 660—29 of 60—2,400 (E. B. before 1,560)

Recruitment to Grade II. should be confined to Surveyors in Grade III. with service of 8 years and over in that grade and not over 35 years of age and should

be by means of a competitive test similar in character to the present Junior Departmental Examination. Surveyors who fail to secure promotion to Grade II. but who attain a sufficiently high standard in the competitive test should be considered eligible to proceed beyond the Efficiency Bar before Rs. 1,560 in Grade III.

The reduction of the initial salary of this service from Rs. 1,080 to Rs. 660 requires explanation. Under the Sessional Paper VIII. of 1934 scheme a clerk in Class II. of the General Clerical Service could attain a salary of Rs. 1,080 in his fifth year of service. The same clerk can achieve in the fifth year of his service a salary of only Rs. 600 under the scheme of reorganization proposed in Chapter XXII. of this Report for the General Clerical Service. We consider the proposed initial salary adequate.

527. *Clerks and Draughtsmen.*—The pre-Sessional Paper VIII. of 1934 and Sessional Paper VIII. of 1934 salary scales of this service are:—

		Pre-Sessional Paper VIII. of 1934 Scale.		Sessional Paper VIII. of 1934 Scale.
		Rs.		Rs.
Special Class: 1 at ..	..	5,500	..	4,200
2 at ..	..	5,000	..	3,900
4 at ..	..	4,500	..	3,600
		3,000—4,080		2,568—3,408
Class I. ..	..	9 of 120	..	7 of 120
		900—2,820		720—2,448
Class II. ..	..	16 of 120	..	16 of 108
		(Two years' halt on Rs. 1,500 and Rs. 2,100; E.B.B. before Rs. 1,620 and Rs. 2,220)		(Two years' halt on Rs. 1,260 and Rs. 1,800; E.B.B. before Rs. 1,368 and Rs. 1,908)

We recommend the following scales of pay for this service :

				Rs.
Class I. :				
Special Grade: 1 at ..	..	..	..	3,960
1 at ..	..	..	..	3,600
3 at ..	..	..	..	3,360
				2,340—3,180
Grade I. ..	..	..	..	10 of 84
				900—2,280
Grade II. ..	..	..	..	10 of 48, 15 of 60 (E.B. before Rs. 1,560)
				1,296—1,620
Class II. :				
Grade I. ..	..	..	..	9 of 36
				480—1,260
Grade II. ..	..	..	..	26 of 30
				(E.B. before Rs. 900)

In paragraph 700 (c) of Part I. of our Report we stated that the existing ratio between Class III. and Classes I. and II. of this Service should be revised. After careful consideration we recommend that the numbers in the various grades, promotion from grade to grade, recruitment, &c., in this service should be governed by the same principles as those proposed for the reconstructed General Clerical Service. The Surveyor-General should, in consultation with the Treasury and the Deputy Chief Secretary, settle the details of the scheme.

528. *Mechanics*.—The 1922 and the 1934 scales of these posts are.—

	1922. Rs.		1934. Rs.
Head Mechanic	2,520—3,420	..	2,160—3,000
	6 of 150	..	7 of 120
Assistant Mechanic	1,680—2,160	}	1,200—1,800
	5 of 96		
Assistant Mechanic	1,488—2,160		
	7 of 96	..	10 of 60
Assistant Mechanic	540—1,380	..	480—1,128
	21 of 40	..	18 of 36

We recommend the following scales of salary:—

	Ra.
Head Mechanic	1,500—15 of 60—2,400
Assistant Mechanic : Grade I.	960—16 of 30—1,440
Grade II.	480—20 of 24—960

The number of Assistant Mechanics in Grade I. should be one-fourth the number in Grade II.

529. *Assistant Storeman*.—The abolition of this post is recommended in paragraph 689 (c) of Part I. of our Report. There is therefore no necessity to fix a salary scale for it.

530. *Carpenters*.—The salary scales of Carpenters are:—

	1922. Rs.		1934. Rs.
3 at	630—1,050	..	510—870
	14 of 30	..	15 of 24
1 at	360—600	..	360—480
	10 of 24	..	10 of 12

We recommend that the Head or Senior Carpenter should be paid on the salary scale of Rs. 492—16 of 18—780 and all the other Carpenters on the salary scale Rs. 360—12—480.

531. *Tent Repairers*.—These employees are at present on the pre-Sessional Paper VIII. of 1934 salary scale of Rs. 360—30—1,050. The Sessional Paper VIII. of 1934 scale is Rs. 360—24—840. We recommend that Tent Repairers should in future be employed on the salary scale of Rs. 360—12—480, the Senior or Head Tent Repairer being paid on the salary scale Rs. 492—18—780. These scales are the same as we propose for Carpenters.

532. *Map Mounters and Bookbinders*.—All these employees should in future be paid salary on the scale Rs. 360—12—480—*vide* Chapter XIII.

OBSERVATORY.

533. *Superintendent, Observatory*.—The salary scale of this post appearing in the Estimates (£1,000—50—1,200) is personal to the present holder. The pre-Sessional Paper VIII. of 1934 scale of this post is £840—40—1,040 which is that of a Superintendent of Surveys. The Select Committee on Salaries and Cadres, for reasons stated in paragraph 362 of Sessional Paper VIII. of 1934, assigned to this post the salary scale of Rs. 10,320—480—13,200 which runs up to the maximum salary scale assigned by them to the Assistant Surveyor-General. In our Report we have proposed no scale for the Assistant Surveyor-General as that post is recommended for abolition. The scale recommended by us for Superintendents of Surveys is Rs. 8,760—4 of 360—10,200 and we propose for the Superintendent of the Observatory a salary scale of Rs. 8,760—7 of 360—11,280 which preserves the Sessional Paper VIII. of 1934 grading of this post.

534. *Assistant Superintendent, Observatory.*—In the pre-Sessional Paper VIII. of 1934 scheme this post was graded with Assistant Superintendents of Surveys on the salary scale of £450—810. In the Sessional Paper VIII. of 1934 scheme, while Assistant Superintendents were assigned the salary scale of Rs. 3,960—9,720, the Assistant Superintendent, Observatory, was assigned the scale of Rs. 6,480—360—9,720. We maintain this relative salary position and recommend for this post the same salary scale as that proposed by us for Grade I. Assistant Superintendents, viz., Rs. 6,240—9 of 240—8,400.

535. *Technical Assistants.*—The present salary scales of Technical Assistants are :—

	Pre-Sessional Paper VIII. of 1934 Scale.	Rs.	Sessional Paper VIII. of 1934 Scale.	Rs.
Senior	..	£300—810	..	3,960—5,040
		8 of 25, 2 of 30, 1 of 40, 7 of 30	..	6 of 180 E.B. 5,400—8,000
		2,880—4,440	..	10 of 300 2,400—3,840
Junior	..	13 of 120	..	12 of 120 E.B.
		4,600—6,000	..	3,960—5,040
		7 of 200	..	6 of 180

We recommend the following scales which substantially preserve the relative salary position proposed in Sessional Paper VIII. of 1934 :—

	Rs.
Senior	3,480—7 of 120—4,320 E.B.
Junior	4,560—8 of 180, 5 of 240—7,200 1,740—16 of 90—3,360 E.B. 3,480—7 of 120—4,320

Both under the pre-Sessional Paper VIII. of 1934, and Sessional Paper VIII. of 1934 schemes the salary scale of Junior Technical Assistants is a combination of the salary scales of Surveyors, Grades I. and II. As the grade of Junior Technical Assistant is normally filled by Graduates, we have assigned to that grade a commencing salary somewhat higher than the commencing salary of Rs. 1,380 we have assigned to Surveyors, Grade II.

536. *Observers.*—In paragraphs 707, 713 and 714 of Part I. of our Report we stated :

“ 707. The proposal to create an “ Observer ” grade of full time officers is one with which we agree, provided a reduction in the existing staff is effected. We suggest a salary grade intermediate between Class II. and Class I. of the present scheme of Survey Clerks and Draughtsmen for these posts. They should be recruited on the understanding that they work as field officers and their hours of duty will not necessarily be restricted to Government office hours.

713. Several of the duties now performed by Technical Assistants could be carried out quite satisfactorily by officers of a lower grade. We were informed that if observers, on a lower scale of salary, were appointed they could be trained to take on some of the duties now performed by the Technical Assistants.

714. *Observers.*—We recommend that 5 officers of the proposed grade of Observer might be appointed. Of these 2 should be stationed at Mannar for taking observations, &c., there, and 3 at the Observatory. The Observers

attached to the Observatory, in addition to relieving the Technical Assistants of certain duties, should between them attend to all observation work, take meteorological readings at the Observatory, change and develop seismograph records, &c."

The salaries of Classes I. and II. of the present scheme of Survey Clerks and Draughtsmen are:—

Class II.	..	..	..	Ra. 720—108—2,448
Class I.	..	..	..	Ra. 2,568—120—3,408

Since we made this recommendation we have proposed a reconstruction of the Clerks and Draughtsmen Service (*vide* paragraph 527 of this Report). Our original recommendation in regard to the salary of the grade of Observer therefore requires revision. We now assign to this grade a salary of Rs. 900—10 of 48, 15 of 60—2,280 (Efficiency Bar before Rs. 1,560).

MAP PRINTING BRANCH.

537. *Half-tone and Turner Workers.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this grade are:—

Pre-Sessional Paper VIII. of 1934 Scale.	Sessional Paper VIII. of 1934 Scale.
Rs. 780—1,380	Rs. 660—1,128
<hr/>	<hr/>
20 of 30	19 of 24, 1 of 12

We assign to this grade the salary scale Rs. 600—20 of 18—960 which preserves the existing position relative to the salary of the lowest grade of Mechanic.

538. *Process Hands : Litho Printers and Machine Minders.*—The pre-Sessional Paper VIII. of 1934, and the Sessional Paper VIII. of 1934 salary scales of these grades are:—

Pre-Sessional Paper VIII. of 1934 Scale.	Sessional Paper VIII. of 1934 Scale.
Rs. 360—1,050	Rs. 360—840
<hr/>	<hr/>
23 of 30	20 of 24

We recommend that each class of these employees should be divided into two grades on the following scales of salary:—

Grade II.	..	..	..	Ra. 360—10 of 12—480
Grade I.	..	..	..	Ra. 492—16 of 18—780

We consider that the number in Grade I. should not exceed the number in Grade II., but we leave a final decision on this matter to the Treasury in consultation with the Surveyor-General.

ALLOWANCES.

539. *Overtime Allowances and allowances for attending to work of Seismograph.*—We consider that the expenditure on allowances to clerks for decoding outstation weather reports on Sundays and Government Holidays, and for duties connected with upper air observations and the Seismograph should be reduced with the appointment of Observers. When the Observers have been trained and are able to carry out their full share of work, these allowances should cease altogether and only a small provision should be retained in the vote for overtime, &c.,

540. *Allowances to Meteorological Observers and Rainfall Recorders.*—The existing allowances paid to Meteorological Observers and Rainfall Recorders are as follows:—

Meteorological Observers	..	..	Rs. 60 to Rs. 330 per annum
Assistant Meteorological Observers	..	..	Rs. 60 to Rs. 120 per annum
Rainfall Recorders	..	..	Rs. 24 to Rs. 60 per annum

The alteration in the existing rates we recommend is that the total of the allowances paid to Meteorological Observers at any station should not exceed Rs. 300 per annum. For these allowances the Observers, Assistant Observers and Recorders should be expected to furnish as many observations as may be required by the Superintendent of the Observatory.

There is a proposal to change the hours of daily observations from 9.30 A.M. and 3.30 P.M. to 7 A.M. and 1 P.M. respectively. In this connection it may be necessary for some time to take observations four times a day at 7 A.M. and 9.30 A.M., and 1 P.M. and 3.30 P.M. instead of twice a day as normally required. No increase in the allowances recommended should be granted even if these additional observations become necessary.

The Superintendent of the Observatory has agreed with us that the observations at the Fort, Colombo, should be taken by clerks in the Surveyor-General's Office instead of clerks attached to the Observatory having to travel each day to the Fort for this purpose. This will enable the Observatory clerical staff who now travel to the Fort and back for taking observations there to utilize their time for clerical work at the Observatory. The bicycle allowances now paid to them will also be saved. The Head Office clerks engaged on this work should be paid an appropriate allowance in the scale recommended for Meteorological Observers.

541. *Firewood Allowance to Officers stationed at Diyatalawa.*—The present rates of this allowance are Rs. 2.50 per mensem for a married man and Re. 1.50 per mensem for a bachelor. The Select Committee on Salaries and Cadres recommended that the allowance should not be paid to future entrants to the Public Service. We agree with this recommendation.

CHAPTER LIV.

HEAD 45.—DEPARTMENT OF AGRICULTURE.

542. *Director.*—Both under the pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary schemes this post carries the salary scale of Class I., Grade II. of the Civil Service. We have assigned to Class I., Grade II. of the Civil Service a fixed salary of Rs. 15,000. We assign the same salary to this post.

543. *Deputy Director (Agriculture).*—This post was created with effect from October 1, 1935. The necessity for its creation is explained in paragraph 202 of Sessional Paper XXVIII. of 1935: briefly stated it was to provide the Director with technical advice, and assistance in routine administrative work. The salary scale assigned in that Sessional Paper for this post is Rs. 13,200—600—15,600 which is the scale assigned in Sessional Paper VIII. of 1934 to the majority of posts of Deputy. The present holder of the post who is a non-new entrant to the Public Service has however been placed on the pre-Sessional Paper VIII. of 1934 scale of the Selection Grade of Research and Field Staff Officer. To the Selection Grade we have assigned the salary scale Rs. 9,840—6 of 360—12,000. We consider that this post should carry a slightly higher salary and recommend the scale of Rs. 10,560—6 of 360—12,720.

544. *Deputy Director (Animal Husbandry) and Government Veterinary Surgeon.*—With effect from October 1, 1936, the Government Veterinary Department was amalgamated with the Department of Agriculture and placed under the control of the Director of Agriculture: with the amalgamation the designation of the Head of the Government Veterinary Department was altered from Government Veterinary Surgeon to Deputy Director (Animal Husbandry) and Government Veterinary Surgeon, and his salary was raised from £700—30—850 to £1,000—50—1,200. This latter scale is the salary scale of the Selection Grade posts and of the post of Deputy Director (Agriculture). We assign to this post the same salary scale as we have assigned to the post of Deputy Director (Agriculture), viz., Rs. 10,560—6 of 660—12,720.

545. *Research and Field Staff Officer Grade: Research Probationers; Agricultural Officers, Grade II., and Graduate Instructors.*—The method of recruitment to the grade of Research and Field Staff Officer has been fully discussed in paragraphs 371, 375 and 379 of Sessional Paper VIII. of 1934 and in paragraphs 211 to 217 in Sessional Paper XXVIII. of 1935. The scheme now in force is that referred to as the Minister's proposals in paragraph 212 of Sessional Paper XXVIII. of 1935, viz.:

- (i.) That the staff posts on the research side of the Department should be filled by the appointment and the subsequent promotion of Research Probationers.
- (ii.) That a new grade of Agricultural Officer, Grade II., should be created on the salary scale Rs. 3,600—120—4,800 and that the grade of Divisional Agricultural Officer should be filled from this new grade. (This salary scale has been subsequently altered to Rs. 3,600—300—6,000).
- (iii.) That the grade of Agricultural Officer, Grade II., should be filled by the promotion of Agricultural Instructors.
- (iv.) That in order to ensure a supply of suitable Agricultural Instructors for promotion as Agricultural Officers, Grade II., graduates in science should be recruited as Agricultural Instructors, direct to Class II. of the Agricultural Instructor grade and be placed on an appropriate point in the scale of salaries for Instructors.

546. On entry into the Department a Research Probationer, as a rule, possesses an honours degree in an appropriate scientific subject and, possibly, some post-graduate research experience; during the first two years of his service when he is on probation he gains further specialized experience in the Department; he is then sent abroad for a course of training. On satisfactory completion of the training he returns to the Island, and, although within a year or so of his return, he may be sufficiently competent to take charge of the appropriate research division, he has to remain indefinitely as a Probationer until the headship of that division becomes vacant. This is unsatisfactory from the point of view of the Probationer; he naturally expects on the successful completion of his training to be entrusted with responsible work and to be paid for it accordingly. When he is kept on indefinitely as a Probationer though he is—for a Probationer—on a generous salary and on a long time scale, he begins to show signs of discontent. If, of two Probationers recruited at the same time for different research divisions, one happens to be fortunate in being appointed to be the head of his Division within a short time of the completion of his training, while the other has to remain indefinitely as a Probationer—this is very likely—the discontent of the latter can become real and acute.

The position is no less unsatisfactory from the point of view of the Administration. The Director on his part, while sympathizing with the natural claims and aspirations of the Probationer, has of necessity to retain him as a Probationer indefinitely, as the alternative is to create for the Research Probationer an additional and temporary post in the grade of Research and Field Staff Officer in the appropriate division. Although the additional temporary post could be suppressed when the permanent head of the division retires, the device is an expensive one. Moreover, the new post will, in almost all cases be in excess of actual departmental requirements.

From the point of view of the taxpayer also the position is unsatisfactory, as he has to meet the Salaries Bill of both the head of the research division and of the Probationer for an indefinite period.

547. We, therefore, consider that the existing scheme requires revision and propose the following scheme:

- (1) that the posts in the Research and Field Staff Officer grade should be divided into two groups:—
 - (a) Research Staff Officers
 - (b) Field Staff Officers (Agricultural Officers, Grade I.),
- (2) that posts in group (a) should be filled by the appointment and the subsequent promotion of research probationers,

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- (3) that posts in group (b) (Agricultural Officers, Grade I.) should be filled by promotion of Agricultural Officers, Grade II.,
- (4) that the grade of Agricultural Officer, Grade II., should be filled by the promotion of Graduate Instructors as well as of officers with meritorious service in the Instructors' Service,
- (5) that Graduate Instructors, before promotion to the grade of Agricultural Officer, Grade II., should be given a course of training and be required to obtain a diploma in Agriculture of a recognized British University,
- (6) that normally, members of the Instructors' staff promoted to be Agricultural Officers, Grade II., should not proceed beyond that grade unless they obtain a Diploma in Agriculture of a recognized British University; the expenses of the course of training incidental to the acquisition of this qualification should be met by Government,
- (7) that Research Probationers should normally be recruited only in anticipation of definite vacancies among Research Staff Officers and Graduate Instructors in anticipation of vacancies in the grade of Agricultural Officer, Grade II., and Agricultural Officer, Grade I.

548. The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of the grades in question are as follows:

	Pre. S. P. VIII. of 1934 Scales.	S. P. VIII. of 1934 Scales.
Research and Field Staff Officers including Agricultural Officers, Grade I. ..	£500—960	Rs. 6,840—11,520
	2 of 30, 1 of 40, 12 of 30	10 of 384, 2 of 420
Research Probationer 	—	<div style="display: flex; align-items: center;"> <div style="font-size: 3em; margin-right: 5px;">}</div> <div style="text-align: left; padding-left: 5px;"> While on probation Rs. 2,700. On confirmation : Rs. 3,200—6,000 </div> </div>
		14 of 200
Agricultural Officers, Grade II. ..	—	Rs. 3,600—6,000
		8 of 300
Graduate Instructors 	—	<div style="display: flex; align-items: center;"> <div style="font-size: 3em; margin-right: 5px;">}</div> <div style="text-align: left; padding-left: 5px;"> While on probation Rs. 2,700 On confirmation : Rs. 2,880—3,900 </div> </div>
		1 of 120, 5 of 180

The salary scales of Research and Field Staff Officers are the same as those of District Engineers of the Public Works Department. The salaries of the other grades roughly correspond to the salaries of Assistant Engineers and Junior Assistant Engineers of the Public Works Department. We assign to these grades the same salaries as we have assigned to District Engineers, Assistant Engineers and Junior Assistant Engineers of the Public Works Department.

<i>Group A.</i>		Rs.
Research Staff Officer 		3,300—6,000
		15 of 180
		(E.B. before 4,560)
		E. B.
		6,240—9,600
		14 of 240
		(E.B. before 8,400)
Research Probationer 		2,400—3,000
		5 of 120

<i>Group B.</i>		
Agricultural Officer, Grade I.		6,240—9,600
		14 of 240
		(E.B. before 8,400)
		3,300—6,000
Agricultural Officer, Grade II. (Degreed men) ..		15 of 180
		(E.B. before 4,560)
		3,150—4,800
(Non-degreed men) ..		11 of 150
		(E.B. before 3,900)
		2,400—3,000
Graduate Instructors		5 of 120

549. The posts appearing in the 1938-39 Estimates which fall within the grade of Research and Field Staff Officer are:—

Entomologist,
Plant Pathologist,
Botanist,
Assistant Botanist,
Agricultural Officer, Plant Pests,
Chemist,
Principal, Farm School,
Agricultural Officer, Grade I. (6 posts),
Agricultural Officer, Propaganda,
Paddy Officer, and
Veterinary Research Officer.

In paragraph 733 of Part I. of our Report we have recommended the suppression of the posts of Entomologist, Plant Pathologist and Agricultural Officer, Plant Pests, and the creation in lieu thereof a new post of Chief Plant Protection Officer, who will be assisted in his work by a Pathological Assistant and an Entomological Assistant. We assume that the post of Chief Plant Protection Officer will normally be filled by the promotion of either the Pathological Assistant or the Entomological Assistant. We, therefore, assign to the post of Chief Plant Protection Officer the upper segment of the scale for Research Staff Officers, viz., Rs. 6,240—14 of 240—9,600 (E. B. before Rs. 8,400) which corresponds with the scale we have assigned to Agricultural Officers, Grade I. The Pathological Assistant and the Entomological Assistant will be of a status comparable with Agricultural Officers, Grade II. (degreed men). We, therefore, assign to these posts the lower segment of the scale for Research Staff Officers, viz., Rs. 3,300—15 of 180—6,000 (E. B. before Rs. 4,560) which corresponds with the scale we have assigned to Agricultural Officers, Grade II. (degreed men).

550. *Selection Grade.*—This grade exists to provide an avenue of promotion to senior and meritorious officers in the Research and Field Staff Officer Grade. The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of this grade are £1,000—50—1,200 and Rs. 12,000—600—14,400 respectively. The minimum and the maximum of these scales are the same as those of Provincial Engineers of the Public Works Department but the increments are higher. We see no valid reason for this differentiation in the increment and assign to this grade the same salary scale as we have proposed for Provincial Engineers, viz., Rs. 9,840—6 of 360—12,000.

The sanctioned strength of this grade is now two and we recommend that this number should be retained.

551. *Curator, Royal Botanic Gardens, Peradeniya.*—The pre-Sessional Paper VIII. of 1934 scale of this post is £350—20—750. For reasons stated in paragraph 376 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres did not assign a salary scale to this post. It will be observed from paragraph 741 of Part I. of our Report that the Director of Agriculture proposes that when the present Curator retires, a fully qualified Botanist should be

appointed to succeed him and the Systematic Botany Section now in the Research Division should be transferred to his charge. When this change takes place the officer appointed to the post of Curator, Royal Botanic Gardens, Peradeniya, should be placed on the salary scale Rs. 3,300—15 of 180—6,000 (E. B. before 4,560)—Efficiency Bar—Rs. 6,240—14 of 240—9,600 (E. B. before 8,400) and should be regarded as eligible for promotion to the Selection Grade.

552. *Curator, Botanic Gardens, Hakgala.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this post are £350—12—590 and Rs. 4,200—200—6,600 respectively. In paragraph 740 of Part I. of our Report we stated that we do not consider that the Hakgala Gardens require an officer on the salary scale of the present Curator (£350—590) and recommended that the officer-in-charge should be of a status not higher than that of a Garden Assistant. Our recommendation in regard to the salary scale of Garden Assistants will be found in paragraph 569 of this Report.

553. *Tobacco Officer.*—Provision for this post appears in the Estimates for 1938-39 on the salary scale £1,000—50—1,200. An officer has however been recruited on a salary scale of £840—30—960. We recommend that this post should carry a salary on the scale proposed by us for the Research Staff Officer grade: he should be eligible for promotion to the Selection Grade.

554. *Demonstrators for Farm School (Rs. 4,800).*—The scheme of studies at the Farm School, Peradeniya, was found to be defective in several particulars—*vide* paragraph 7 of Sessional Paper III. of 1935. The Director, who was asked by the Minister of Agriculture and Lands to formulate a scheme for the reorganization of the Farm School, proposed, *inter alia*, the appointment of two Demonstrators to give students of the School practical lessons in plant propagation and cultivation according to scientific methods. Provision was accordingly included in the Estimates for 1935-36 for two Demonstrators on Rs. 4,800 per annum each with a footnote "officers to be secured from abroad on special agreement for a term of years". Two Indians have been appointed to these posts. We propose for these posts the salary scale Rs. 3,150—11 of 150—4,800 (E. B. before Rs. 3,900).

555. *Demonstrator, Animal Husbandry.*—In Sessional Paper V. of 1938 (page 10) the recommendation was made that a large central poultry farm and school for animal husbandry should be established at Ambepussa. The proposals in that Sessional Paper contemplated the recruitment of a highly trained officer from abroad to be in charge of this large scale farm and school. It was later decided by the Executive Committee for Agriculture and Lands to make a beginning with this scheme on a smaller scale with an officer recruited in Ceylon on a temporary basis with the possibility of permanence if he proves suitable. Provision was accordingly included in the Estimates for 1938-39 for a post of Demonstrator in Animal Husbandry on the salary scale Rs. 4,800—300—6,000. This salary is the pre-Sessional Paper VIII. of 1934 salary of Agricultural Instructors, Class I., Grade I. We assign to this post a salary of Rs. 2,400—12 of 90, 5 of 120—4,080 (E. B. before Rs. 3,600) which is an appropriate segment of the salary scale we propose for the Instructor staff.

556. *Instructor Staff (Agriculture and Animal Husbandry).*—Before proceeding to discuss this Service it is necessary to explain that prior to October 1, 1938, it existed as two separate Services—Agricultural Instructors, and Assistant Veterinary Surgeons and Stock Inspectors.

Salaries of Agricultural Instructors were:—

	Pre-Sessional Paper VIII.—1934 Scale.		Sessional Paper VIII.—1934 Scale.
	Rs.		Rs.
Agricultural Instructors:		Special Class	4,200
Class I., Grade I. ..	4,800—6,000		2,880—3,900
	4 of 300 (Efficiency Bar)	Class I. ..	1 of 120, 5 of 180
Grade II. ..	3,600—4,560		
	4 of 240		

Pre-Sessional Paper VIII.—1934 Scale.			Sessional Paper VIII.—1934 Scale.	
Class II., Grade I.	2,700—3,300	Class II.	1,680—2,064	}
	5 of 120 (Efficiency Bar) 2,100—2,580		4 of 96 E.B. 2,160—2,640	
Grade II.	4 of 120	Class III.	5 of 96	}
Class III., Grade I.	1,500—1,980		864—1,104	
	4 of 120		4 of 60 E.B.	
Grade II.	1,080—1,380		1,200—1,584	
Probationers	4 of 75 840		4 of 96 672	

The pre-Sessional Paper VIII. of 1934 scheme gave to Agricultural Instructors on that scheme a time scale, punctuated by efficiency bars and examinations, extending to the top of Class II.—in practice, 4 posts in Class I., Grade I. and/or Grade II., promotion to which was by vacancy, were allowed.

557. On representations made in 1936 by Agricultural Instructors, Class II, in this scheme regarding the inadequacy of their prospects of promotion, it was decided to adjust the cadre by providing for them 12 Class I. posts, 4 in Grade I. and 8 in Grade II., with a proviso that promotion to Class I. Grade II., would depend on the passing of the Senior Departmental Examination and service of at least one year on the maximum of Class II., Grade I. : promotion to the 4 posts in Class I., Grade I., was reserved for officers of exceptional merit and qualifications. This scheme was adopted with effect from October 1, 1936.

558. Under the Sessional Paper VIII., of 1934 scheme as modified by paragraph 219 of Sessional Paper XXVIII. of 1935 new entrant Agricultural Instructors have a time scale extending to the top of Class I. and 4 posts in the Special Class, promotion to which is by vacancy.

559. The salary scales of Assistant Veterinary Surgeons and Stock Inspectors were:—

	Pre-Sessional Paper VIII of 1934 Scales.	Sessional Paper VIII of 1934 Scales.
	(a)	(b)
Assistant Veterinary Surgeons, Stock Inspectors and Farm and Dairy Managers (a)	4,500—5,400	3,600—3,960
Special Class 1 at	3 of 300	2 of 180
Class I 9 at	3,000—4,000	2,400—3,200
	5 of 200	5 of 160
Class II 9 at	1,900—2,800	1,560—2,280
	6 of 150	6 of 120
Class III 6 at	1,300—1,800	1,080—1,440
	5 of 100	5 of 72
Class IV 2 at	900—1,200	720—960
	3 of 100	4 of 60

(a) At present there is one scale for these officers. Those having a qualification in Veterinary Science (a diploma of the Veterinary College in Bombay, Bengal or Madras is the minimum) are designated Assistant Veterinary Surgeons and go up to the Special Class, while those without such a qualification are designated Stock Inspectors and cannot go beyond Class II. Graduates of the Bombay Veterinary College enter the grade at Class III.

(b) Persons who on entering the Department are graduates of the Bombay Veterinary College are placed on the salary Rs. 1,224 in the scale of Class III.

Under the pre-Sessional Paper VIII. of 1934 scheme a Veterinary Officer had a time scale extending to the top of Class I. Promotion to the Special Class post was by vacancy.

560. Under the Sessional Paper VIII. of 1934 scheme Veterinary Officers enjoy, subject to certain halts and efficiency bars a continuous time scale extending from Class IV to Class I. These halts and efficiency bars are laid down in paragraph 227 of Sessional Paper XXVIII. of 1935.

561. For the reasons stated in the memorandum reproduced as Appendix B to this Report, the Director of Agriculture proposed a unification of the services of Agricultural Instructor, and Veterinary, Surgeon and Stock Inspector. Provision to give effect to the Director's proposals as modified by the Treasury appears in the Estimates for 1938-39. We see no objection to this scheme of unification.

562. The question of the salary scale to be assigned to future entrants to this unified Service of Instructor Staff has engaged our closest attention. After careful consideration we propose the following scales of salary which bear an appropriate relation to the salary scales proposed by us for other middle services :—

	Rs.	Rs.
While on probation	Rs. 510
On confirmation :—		
Class II—		
Grade II	Rs. 540—1,320
		<hr/>
		26 of 30
		(E.B. before Rs. 960)
		Rs. 1,356—1,680
		<hr/>
Grade I	9 of 36
Class I—		
		Rs. 960—2,340
		<hr/>
Grade II	23 of 60
		(E.B. before Rs. 1,740)
		Rs. 2,400—3,480
		<hr/>
Grade I	12 of 90
		Rs. 3,600—4,080
		<hr/>
Special Grade	4 of 120

563. We recommend that the number in the various grades, promotion from grade to grade, and recruitment to this Service should, as far as practicable, be governed by principles similar to those proposed by us for the reorganized General Clerical Service. The Director of Agriculture should, in consultation with the Treasury and the Deputy Chief Secretary, settle the details of the scheme. When settling the details, the Director will doubtless consider whether Instructor Staff on the Animal Husbandry side possessing a diploma of an Indian Veterinary College or the Indian diploma of dairying should receive appointment at a point higher than the minimum salary of the scale proposed by us for Class II., Grade II., of the Instructor Staff Service.

564. In the pre-Sessional Paper VIII. of 1934 scheme for Agricultural Instructors there was no provision for a Special Class. In the Sessional Paper VIII. of 1934 scheme there is provision for a Special Class and four appointments in that Class—vide paragraph 379 of Sessional Paper VIII. of 1934, and paragraph 220 of Sessional Paper XXVIII. of 1935. (With the unification of the Service of Assistant Veterinary Surgeons with that of Agricultural Instructors, the number of appointments in the Special Class should be regarded as 5). The object of the Select Committee on Salaries and Cadres in creating a Special Class in the Agricultural Instructor Service was to afford an avenue of promotion to particularly meritorious Instructors and to provide a means of their gaining the necessary experience for

promotion to the rank of Agricultural Officer, Grade I., or Research Officer. This object has in the main been met by the creation of the new grade of Agricultural Officer, Grade II. Although a Special Class for the Instructor Service can no longer be regarded as essential, we absolutely consider that a moderate number of appointments in that Class is desirable in order to maintain unimpaired the attractiveness of this Service, as Graduate Instructors increasingly compete for places in the grade of Agricultural Officer, Grade II. The number of Special Grade appointments we assign to the unified Service is 4.

565. On May 5, 1937, the State Council passed a supplementary estimate providing for the payment of allowances to Agricultural Learners. The observations of the Minister of Agriculture and Lands appended to the supplementary estimate in question explains the reasons for this payment:—

“ It is considered essential that there should be a change in the recruitment of officers to the subordinate grade of the field staff of the Department and that Agricultural Learners should be selected before, and not after, the Farm School course. It is proposed that ten young men with ability and good secondary education should be selected and trained for a period of two years with a view to subsequent employment in the Department. Every learner who passes with honours the final examination for the Diploma of the school and is reported by the Principal of the Farm School to possess an aptitude for Agricultural work will be eligible for appointment as Agricultural Instructor on the occurrence of a vacancy in that grade after he has served an apprenticeship of three months in the field. Each learner will receive free tuition and board in the school and an allowance of Rs. 20 a month during term time and Rs. 50 a month during the holidays when he will be sent out to the field and he will make his own arrangements for board and lodging during that month.”

In view of the reduced salaries we have proposed for the Instructor Staff, the allowance of Rs. 50 a month now paid to learners during the holidays should be reduced to Rs. 40 a month.

566. *Assistant Veterinary Surgeon in charge of the Polonnaruwa Animal Breeding Centre: Rs. 4,400—200—5,400.*—In paragraph 754 of Part I. of our Report we have recommended that the salary scale Rs. 4,400—200—5,400 should be regarded as personal to the present holder of this post, and that when the Farm has been fully organized any officer appointed to succeed the present holder should be paid in addition to his substantive salary a reasonable allowance only. It is, therefore, unnecessary to fix a separate scale for a future entrant to this post. As regards the allowance, we propose that any member of the Instructor Staff required on account of his special aptitude and training to occupy this post indefinitely should be paid an allowance of Rs. 300 per annum plus 10 per cent. of his salary subject to a limit of Rs. 600 per annum.

567. *Assistant Veterinary Surgeon in Charge of the Ambepussa Farm: Rs. 3,000—200—4,000.*—This post will cease to exist when the post of Demonstrator in Animal Husbandry is created—*vide* paragraph 754 of Part I. of our Report.

568. *Garden Probationer.*—We have proposed in paragraph 741 of Part I. of our Report that the Curator of the Hakgala Gardens, who will be retrenched under our proposals, should be appointed Assistant Curator at Peradeniya and that a Garden Probationer should be appointed only when the retirement of the Assistant Curator is within sight.

We assign to the Garden Probationer a salary of Rs. 2,400—120—3,000, the same as that we have assigned to Research Probationers and Graduate Instructors, as we understand that the Department intends to recruit to this post a Science Graduate. On satisfactory completion of training the Garden Probationer should be appointed as Assistant Curator and placed on the salary scale Rs. 3,300—15 of 180—6,000 (E.B. before 4,560). A Garden Probationer should be recruited only in anticipation of a definite vacancy in the Post of Assistant Curator.

569. *Garden Assistants.*—The present Garden Assistants are on the same salary scales as the Instructor Staff (Agriculture and Animal Husbandry). In paragraph 742 of Part I. of our Report we have proposed that in future Garden

Assistants should be appointed on a new salary scale the maximum of which should not exceed that of the new entrant Agricultural Instructor, Class II. We recommend that future entrants to the grade of Garden Assistant should be remunerated on the following scale of pay:

	Rs.	
On probation	510	
On confirmation	540—1,320	
	26 of 30	
	(E. B. before 960)	
	E. B.	
	1,356—1,680	
	9 of 36	

570. *Foremen; Conductors, Upper Gardeners and Gardeners.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts and the scales we propose for them are shown below:

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.	Proposed Scales.
	Rs.	Rs.	Rs.
Foremen: Grade I. ..	900—1,080	720—864	660—780
	4 of 45	4 of 36	5 of 24
	720—840	576—672	552—642
Grade II. ..	4 of 30	4 of 24	5 of 18
	450—750	408—600	396—540
Conductors and Upper Gardeners ..	15 of 20	16 of 12	12 of 12
	(Efficiency Bars before Rs. 570 and Rs. 670)	(Efficiency Bars before Rs. 480 and Rs. 540)	(Efficiency Bar before Rs. 480)
	300—390	300—390	300—390
Gardeners ..	15 of 6	15 of 6	15 of 6

571. *Draughtsmen.*—These employees are engaged in making drawings of plants and fungi. The pre-Sessional Paper VIII. of 1934 scale of these posts is Rs. 900—120—2,820. The Select Committee on Salaries and Cadres for reasons stated in paragraph 382 of Sessional Paper VIII. of 1934 recommended the retention of this scale. Since the Select Committee reported the Senior Draughtsman has been placed on the salary scale Rs. 3,000—120—4,080: this salary is personal to him.

In paragraph 748 of Part 1 of our Report we recommended the adoption of a proposal made by the Director of Agriculture that the three Draughtsmen who are now distributed among the various Divisions of the Department should be grouped into one Artists' Division. When this proposal matures, we recommend that these Draughtsmen should be designated Artists. For future entrants to the grade of Artist we propose the following scale of pay:

Rs.
480—780
10 of 30
E. B.
840—1,680
28 of 30
E. B.
1,740—2,340
10 of 60

The Director of Agriculture should, in consultation with the Treasury and the Deputy Chief Secretary, lay down the qualifications necessary to surmount the Efficiency Bars in this scale.

572. *Storekeeper*.—The Storekeeper who is attached to the Experiment Station, Peradeniya, was on daily-pay. In September, 1937, the Director of Agriculture represented that this employee had to work long hours, 6 a.m. to 5 p.m. daily, and on Public Holidays and Sundays; he was responsible for the care and storage of large quantities of implements, station produce, cattle food and manures; he had to issue and receive back daily implements to a labour force of about one hundred and fifty; he had given security in the sum of Rs. 250. For these duties the Storekeeper was paid Rs. 2 per diem. The Director considered this rate of remuneration inadequate and proposed a salary of Rs. 510—24—870. The Treasury saw no objection to this scale and provision was accordingly included in the Estimates for 1938-39. We assign to this post a salary of Rs. 480—24—840.

573. *Overseers*.—There are at present three posts of Overseer—two on the salary scale Rs. 420—24—660 and one on the scale Rs. 240—6—384. Provision for the two posts on the salary scale Rs. 420—660 was included for the first time in the Estimates for 1936-37. These two posts were created to provide assistance to the Manager, Government Dairy, Narahenpita, and the Manager, Government Farm, Ambepussa, in entering check rolls, milk record books, &c. The third post was added to the annual Estimates in the year 1937-38. We do not consider these scales excessive and therefore propose their retention.

574. *Motor Lorry Driver*.—Rs. 600.—Provision has been included in the Estimates for 1938-39 for a driver for the Propaganda Van on a salary of Rs. 600. We assign to this post a salary of Rs. 480—5 of 24—600.

575. *Plant Quarantine Officers*.—In paragraph 732 of Part I of our Report we have recommended that the two Agricultural Instructors at the Fumigatorium, Colombo, should be replaced by suitable Operatives trained for this class of work. Since we made the above recommendation the Director of Agriculture has written to us stating: "The post of Inspector, Colombo Fumigatorium, is now an important one, as indicated on pages 293 to 295 of the Tropical Agriculturist for May, 1939, and in my opinion should always be held by a man of sufficient initiative, experience and personality to enable him to deal sufficiently with the various problems of inspection and fumigation as they arise and to meet and handle all sorts of people with ability, tact and courtesy. He should have been trained by years of experience to detect foreign and local plant pests and diseases which are liable to be imported or exported on plant material and should have a practical knowledge of local and foreign plant pest and disease legislation. It is also essential that he should be able to carry out the routine fumigation work in a competent manner with the help of his assistant, since two trained officers are always required to work the apparatus. The Instructor, Colombo Fumigatorium, should be a thoroughly trustworthy and reliable officer of a standing and seniority equivalent at least to a man near the top of Class II., Grade I. of the Agricultural Instructors' grade (New Entrants)."

In the circumstances explained by the Director of Agriculture, we consider that on the whole it would be desirable to retain the present system whereby these posts are filled from the Instructor Service. We consider, however, that there is no necessity to employ senior men on these duties and that normally no officer above Class II. status should be posted to the Fumigatorium.

576. *House Master, Farm School*.—In paragraph 746 of Part I of our Report we stated that the Director of Agriculture has suggested that the Agricultural Instructor-Lecturer who now functions as House Master, in addition to his own duties as Lecturer, should be relieved of his duties as House Master by an unmarried science graduate who would live on the premises, and, in addition to part-time lecturing, be responsible for the management of the hostel and for the office work of the school. For this post we propose the salary scale Rs. 1,260—15 of 96—Rs. 2,700. Rs. 1,260 to Rs. 2,700 is the salary range of graduate teachers of Post Primary classes in Senior Secondary and Collegiate schools recommended in Chapter LXXV. of this Report.

The present House Master is provided with free board and lodging (including the use of electric light) at the school hostel. We see no objection to a con-

tinuance of this arrangement. A new entrant appointed as House Master should, however, pay rent for the room which he occupies. The Treasury will doubtless fix a suitable rent.

ALLOWANCES.

577. *Allowance to the Director for editing the "Tropical Agriculturist": Rs. 2,000 per annum.*—Editing the "Tropical Agriculturist" does not form part of the normal duties of the Director and he has to spend a large portion of his leisure hours in reading relevant literature and writing the editorials. We are informed that, regarded as a separate business concern, the publication of the "Tropical Agriculturist" does not involve the Government in any financial loss, but on the other hand the Department derives the benefit of exchanging periodical world literature on agriculture and other scientific subjects, and is able to supply the departmental officers with free copies, thus bringing them in contact with current thought. In view of these considerations we raise no objection to the payment of an allowance to the Editor but we are of the opinion that the amount paid is excessive. We recommend the reduction of the allowance to Rs. 1,200 per annum with the next change of Editor.

578. *Allowance to Clerk, Head Office, for services as proof reader of the "Tropical Agriculturist"—Rs. 240 per annum.*—The Select Committee on Salaries and Cudres recommended the reduction of this allowance to Rs. 180 per annum. We agree with this and recommend that the reduction should take effect with the next change of officer doing this work.

579. *Allowance for editing the "Govikam Sangarawa" Rs. 450 per annum.*—This work is done by an outsider who draws the allowance. The Director of Agriculture has agreed to transfer the editorship to one of the departmental officers with effect from January, 1940, and to reduce the allowance to Rs. 300 per annum from that date.

580. *Allowances for lecturing at Agricultural Schools at Peradeniya and Jaffna.*—The Director of Agriculture has agreed that the allowance may be withdrawn from all new officers but he desires that an exception should be made in favour of lecturers who are not officers of the Department. We are in agreement with this view and recommend that departmental officers, other than those now receiving these allowances, should not be remunerated for lecturing at the Agricultural Schools.

581. *Special Allowance to Agricultural Instructor, Minneriya: Rs. 600 per annum.*—This allowance is paid mainly as an inducement to the Agricultural Instructor to stay on at Minneriya without complaining. As already stated by us in another connection we do not see the justification for continuing the allowance and recommend its discontinuance.

582. *Allowance to Mr. T. H. Parsons while acting as Horticultural Officer: Rs. 3,000 per annum.*—This allowance was created to remunerate Mr. Parsons, Curator of the Royal Botanic Gardens, Peradeniya, for the additional work thrown on him. We understand that he is retiring in the course of next year and that this allowance will cease then.

583. *Allowance to Financial Clerk, Head Office, for acting as Shroff: Rs. 600 per annum.*—Although this allowance is paid apparently for "acting as shroff" it seems to be regarded partly as remuneration for the work this officer does as Head of the Finance Branch. We are aware of the nature and volume of the financial work and cash transactions of the Department and are not convinced that the performance of these duties warrants special recognition. We have, however, no objection to the present holder of the post continuing to draw the allowance, but recommend its abolition with a change of officer, the premium on the Security Bond being paid by Government.

CHAPTER LV.

HEAD 46.—FOREST DEPARTMENT.

584. In paragraph 405 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres stated:

“ The future functions, size, and structure of this department are, at present, uncertain; we understand that the Ministry for Agriculture and Lands intends to obtain the advice of a Forestry expert regarding its future activities and constitution. In these circumstances we consider it desirable to defer our recommendations regarding the salaries of the higher posts of the department, since their salaries must depend on the size of the department and on the functions of the officers concerned. We therefore make no recommendation at this stage of our inquiry regarding the salaries of the Conservator, Deputy Conservators, Assistant Conservators and Extra Assistant Conservators. The salaries to be paid to future entrants to these posts will thus continue to be regulated by the resolutions passed by the State Council on March 1, 1933, appearing as items 3 and 4 in the minutes of that day's meeting. ”

585. The Select Committee in paragraph 229 of Sessional Paper XXVIII. of 1935 further stated:

“ In February, 1935, the Forestry expert, Mr. H. G. Champion of the Indian Forest Service, made his report on the Management and Exploitation of the Forests of Ceylon, which was, in April, 1935, published as Sessional Paper VII. of 1935. This report included recommendations regarding the future salaries, allowances, structure, and cadre of the Forest Department. We have discussed these proposals with the Minister for Agriculture and Lands and the Acting Conservator of Forests, but we have come to the conclusion that no final decision regarding them is possible until the future forest policy of the Government has been agreed upon. Mr. Champion's proposals regarding the Government's future forest policy are, at the time of writing the subject of discussion by the Executive Committee for Agriculture and Lands, and the Conservator of Forests. It is therefore not possible for us in this report to make recommendations regarding the cadre of the Forest Department, or regarding salary scales of new entrants to the Public Service appointed to the superior technical grades of the department. ”

586. The Executive Committee of Agriculture and Lands after considering Mr. Champion's proposals, submitted a report to the State Council. This report was accepted by the Council on December 5, 1935 (*vide* item 15 of the minutes of that day's meeting).

587. Thereafter the Treasury forwarded to the Conservator of Forests the following schedule which embodied the Financial Secretary's proposals in regard to the salaries and cadre of the Forest Department and with which the Minister of Agriculture and Lands was provisionally in general agreement.—

“ Forest Department.—Salaries and Cadre.

No.	Post.	Non-new-entrant Scales.	New entrant Scales.	Remarks.
1 ..	Conservator ..	£1,400—1,550	Rs. 16,200—17,400	
9 ..	Senior Assistant Conservators :	3 of 50 £900—1,200	2 of 600 Rs. 12,000—14,400	
	3 Grade I. at	7 of 40, 1 of 20 £500—900	4 of 600 Rs. 6,840—10,800	
	6 Grade II. at	10 of 25, 1 of 30 3 of 40 (E.B.B. before £550, £650 and £780. £600 on completing 30 years of age).	11 of 360 (E.B.B. before Rs. 7,560 and Rs. 9,000)	
5 ..	Assistant Conservators	£420—570 5 of 30	Degreed men— Rs. 4,200—6,360 6 of 360 Non-degreed men— Rs. 4,000—5,800 10 of 180 (E.B. before Rs. 4,900)	Foresters who are not “new entrants” may be granted a special scale on promotion to the grade of Assistant Conservator (non-degreed).

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No.	Post.	Non-new entrant Scales.	New entrant Scales.	Remarks.
			Rs. 3,200—4,200	In Class IV. of the Accountants' Scheme but not normally subject to moves either way
1 ..	Office Assistant and Accountant	—	4 of 250 E.B. Rs. 4,500—6,000	
11 ..	Foresters ..	Rs. 2,760—4,440	5 of 300 Rs. 1,800—4,320	The number to be variable and in no case to exceed 1/5th of the total number of Foresters and Forest Rangers in service at any time
		5 of 120, 6 of 180 (E.B. before Rs. 3,540 and Rs. 4,260) Rs. 1,080—2,640	14 of 180 (E.B. before Rs. 2,880 and Rs. 3,780)	
55 ..	Forest Rangers— technically trained	13 of 120 (E.B. before Rs. 1,200, Rs. 1,680, and Rs. 2,160) Rs. 660—2,400	Rs. 600—2,520	The distinction between technically trained and non-technically trained has for all practical purposes disappeared now owing to the abandonment of the Scheme of training of Forest Rangers in India (vide paragraph 407 of Sessional Paper VIII. of 1934)
	non-technically trained	7 of 60, 11 of 120 (E.B. before Rs. 1,200, Rs. 1,680, and Rs. 2,160) Rs. 650—900	20 of 96 (E.B. before Rs. 1,176, Rs. 1,656, and Rs. 2,136)	
45 ..	Range Assistants (Forest Overseers)	10 of 25 Rs. 650—900	Rs. 600—888	
15 ..	Head Forest Guards	4 of 25, 3 of 50 (E.B. before Rs. 750) Rs. 360—600	12 of 24 (E.B. before Rs. 744) Rs. 600—840	
95 ..	Forest Guards ..	4 of 10, 8 of 25 (E.B. before Rs. 425 and Rs. 525) Rs. 3,000—4,260	10 of 24 (E.B. before Rs. 744) Rs. 360—540	
62 ..	Clerks, General Clerical Service: 2 Class I. ..	7 of 180 Rs. 900—2,820	10 of 18 (E.B. before Rs. 432 and Rs. 504) Rs. 2,568—3,528	Halts and Efficiency Bars applicable to these scales appear on page 167 of Sessional Paper VIII. of 1934
	21 Class II. ..	16 of 120 Rs. 480—1,200	8 of 120 Rs. 720—2,448	
	39 Class III. ..	15 of 48 Rs. 3,000—4,080	16 of 108 Rs. 480—1,200	
3 ..	Draughtsmen: 1 Class I. ..	9 of 120 Rs. 720—2,448(a)	24 of 80 Rs. 2,568—3,408	Halts and Efficiency Bars applicable to this scale appear on page 196 of S. P. VIII. of 1934
	2 Class II. ..	16 of 108 Rs. 900—2,820	7 of 120 Rs. 720—2,448	
1 ..	Depotkeeper, Colombo	16 of 120 (Halts of 2 years on Rs. 1,500 and Rs. 2,100, E.B. before Rs. 1,620 and Rs. 2,220) Rs. 420—600	10 of 18 Rs. 2,568—3,528	The duties of this post will in future be performed by a Ranger or a Forester. (Paragraph 412 of Sessional Paper VIII. of 1934)
1 ..	Bookbinder ..	12 of 15	Rs. 360—480	
1 ..	Arachchi ..		10 of 12	
1 ..	Bicycle Orderly ..			
16 ..	Peons ..			
42 ..	Watchers at ..	15 of 12 (E.B. before Rs. 360 and Rs. 420) Rs. 264—408	Rs. 264—408	Including staff for Fauna and Flora Protection
	at ..	24 of 6 Rs. 240—300	24 of 6 (E.B. before Rs. 306 and Rs. 354)	
	at ..	10 of 6 Rs. 330		
9 ..	Labourers ..			
1 ..	Boatman (Batticaloa)	Rs. 240	Rs. 240*	

588. The Financial Secretary's proposals have, however, not been finally approved as it has not been possible to reach agreement in regard to the cadre of the grade of Senior Assistant Conservator: but the Treasury has informed the

(a) Scale on which promoted non-new-entrant draughtsmen have been placed.

Conservator of Forests that he may regard the proposals in the schedule in question, other than the cadre of the grade of Senior Assistant Conservator as, generally speaking, settled, but that effect should be given to them only after money provision has been made in annual or supplementary estimates.

589. *Conservator*.—The pre-Sessional Paper VIII. of 1934 scale of this post is £1,400—50—1,550 which is that of Class I., Grade II., of the Civil Service. The scale proposed by the Financial Secretary (Rs. 16,200—2 of 600—17,400) maintains this grading. We have assigned to Class I., Grade II., of the Civil Service a fixed salary of Rs. 15,000 and we assign the same salary to this post.

590. *Deputy Conservator*.—(£900—1,200). In paragraph 763 of Part I. of our Report we have proposed the suppression of this post.

591. *Assistant Conservators and Junior Assistant Conservators*.—The Estimates for 1938-39 provide for 8 posts of Assistant Conservator—

- 7 on the scale £500—25, 30 & 40—900.
- 1 on the scale Rs. 6,840—360—10,800.

The sterling scale is the pre-Sessional Paper VIII. of 1934 scale of this grade and the rupee scale is that proposed by the Financial Secretary. The Estimates also provide for five posts of Junior Assistant Conservator (to be reduced under our proposals to 3) on the following scales:

- 1 at Rs. 4,000—240 & 80—6,000.
- 4 at Rs. 4,200—360—6,360 .

It should be explained that the scale Rs. 4,000—240 and 80—6,000 is that sanctioned by Government for non-new-entrant Foresters receiving non-normal promotion to the grade of Junior Assistant Conservator: the scale Rs. 4,200—360—6,360 is that proposed by the Financial Secretary for degreed-men: his scale for non-degreed men is Rs. 4,000—180—5,800 (Efficiency Bar before Rs. 4,900).

At present a person possessing the requisite qualifications can obtain appointment direct to the Assistant Conservator grade. Under the Sessional Paper VIII. of 1934 scheme, in which we propose no essential change, an engineer possessing full professional qualifications has to start his career in the Public Works and other engineering departments as an Assistant Engineer, Grade I. (Rs. 4,200—360—6,360). We consider that recruitment to the staff grades of this department should be more or less on the same principles as those obtaining in the engineering departments. Accordingly we propose the following salaries scheme for Assistant Conservators and Junior Assistant Conservators.

	Rs.
Assistant Conservators :	
Class I. 	6,240—9,120
	12 of 240
	(Efficiency Bar before Rs. 7,680)
	3,300—6,000
Class II., Grade I. (degreed men) ..	15 of 180
	(Efficiency Bar before Rs. 4,560)
	3,150—4,800
Grade II. (non-degreed men) ..	11 of 150
	(Efficiency Bar before Rs. 3,900)

No Assistant Conservator, Class II., Grade I. should be promoted to Class I. until he has at least passed the Efficiency Bar before Rs. 4,560 and no Assistant Conservator, Class I., should be promoted to the Selection Grade until he has surmounted the Efficiency Bar before Rs. 7,680.

Under the above scheme a candidate possessing full forestry qualifications obtained at a European University (*e.g.*, the Diploma of Forestry of the University of Oxford) will start his career in the Forest Department as an Assistant Conservator, Class II., Grade I. and will, in due course, receive promotion to Class I. Class II., Grade II., will normally be filled by promoted Foresters who will not receive promotion to Class I. unless they acquire qualifications similar to those demanded from recruits to Class II., Grade I., of this service.

592. In paragraph 764 and 765 of Part I. of our Report we have agreed to the following cadre.—

Assistant Conservators ..	..	..	8
Junior Assistant Conservators ..	..	..	3
			11

It is now necessary to distribute this number into the two new classes we have proposed above. The distribution we recommend is—

Class I. ..	..	..	5 posts
Class II.—			
Grade I. )	..	..	6 posts
Grade II.)			

The numbers in Grades I. and II. of Class II. should be fluid but the number of Grade I. appointments should at no time fall below 4. This is necessary in order to have a sufficient number of qualified officers available for promotion to Class I.

593. As explained in paragraph 763 of Part I. of our Report, Assistant Conservators had a selection grade of five appointments on a higher scale of pay. As a result of retrenchment measures adopted at various times there is at present provision for only one appointment. The Conservator of Forests considered that there should be at least two appointments in this grade. Under our scheme there appears to be no necessity for more than one selection grade appointment and we therefore propose only one appointment on the salary scale Rs. 9,480—7 of 360—12,000.

Reduction of the number of the selection grade appointments from 5 to 1 has curtailed very seriously the prospects of promotion of officers recruited prior to 1933. We therefore recommend that the number of Selection Grade appointments should, as a temporary measure, be raised to two and maintained at that number until the officers recruited to the grade of Assistant Conservator prior to October 1. 1933, have had an opportunity of promotion to the Selection Grade.

594. *Office Assistant and Accountant.*—This post is graded in Class IV. of the scheme for Accountants and Audit Officers.

595. *Foresters and Forest Rangers.*—The pre-Sessional Paper VIII. of 1934 scales of these grades are :

Foresters (Technically trained) ..	..	..	2,760—4,440
			5 of 120 and 6 of 180
Forest Rangers—			
Technically trained ..	..	..	1,080—2,640
			13 of 120
Non-technically trained ..	..	..	660—2,400
			7 of 60, 11 of 120

For reasons stated in paragraphs 407 to 409 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres saw no advantage in retaining the distinction between technically trained and non-technically trained Forest Rangers but considered that a scheme of technical training similar to that which existed previously should be instituted and that in future only technically trained Forest

Rangers should be eligible for promotion to the grade of Forester. On this basis the Committee proposed the following scales of salary for Forest Rangers and Foresters.

			Rs.
Foresters (Technically trained)	..	..	1,800—4,320
Forest Rangers—			14 of 180
Technically trained	) ..	..	600—2,520
Non-technically trained			20 of 96

We ourselves consider that the practice of sending selected Forest Rangers to India for technical training should be resumed early. We are aware that the Minister of Agriculture and Lands considers this very desirable. We now propose the following salaries scheme for Forest Rangers and Foresters.

Class II.			Rs. 480—1,260
Grade II.	20 at	..	26 of 30 (E. B. before 900) Rs. 1,296—1,620
Grade I.	5 at	..	9 of 36 Rs. 900—2,280
Class I.			
Grade II.	10 at	..	10 of 48, 15 of 60 (E. B. before Rs. 1,560) Rs. 2,340—3,800
Grade I.	8 at	..	10 of 84, 1 of 180, 2 of 120

Recruitment should be to the lowest grade of this Service through an open competitive test. Officers in this grade with not less than six years' service should be selected by another competitive test for training in India to fill anticipated vacancies in Class I., Grade II. Only technically trained officers should be eligible for appointment to Class I., Grade II. and subsequently to Grade I. The Grade of Assistant Conservator Class II., Grade II., should normally be filled only by promotion of officers in Class I., Grade I., with meritorious service. The Conservator of Forests should in consultation with the Treasury and the Deputy Chief Secretary settle the details of this scheme.

In our scheme non-technically trained Forest Rangers will remain in Class II. Class I., Grade II. is meant for technically trained Forest Rangers and Class I., Grade I. for Foresters.

596. *Draughtsmen*.—We recommend the following scheme of salary for the Draughtsmen of this Department.

			Rs.
Class II.			480—1,260
Grade II.	..	..	26 of 30 (Efficiency Bar before Rs. 900) 1,296—1,620
Grade I.	..	..	9 of 36 900—2,280
Class I.	..	..	10 of 48, 15 of 60 (E. B. before 1,560)

The Conservator of Forests should, in consultation with the Treasury and the Deputy Chief Secretary, settle the scope of the examinations, if any, to be associated with the efficiency bars, the conditions governing promotion from grade to grade and class to class and the distribution of numbers among the various grades. (In a small service like this such distribution cannot be laid down in advance: it should be fixed on an equitable basis).

597. *Depôt Keeper, Colombo*.—For the reasons stated in paragraph 412 of Sessional Paper VIII. of 1934 we assign no special salary to this post.

598. *Range Assistants*.—This grade was created on the recommendation of Mr. Champion. The salary scales now obtaining for this grade are:

	Rs.
Non-new entrants to the Public Service	650—900
	10 of 25
	600—888
New entrants to the Public Service	12 of 24
	(E. B. before Rs. 744)

Assistants should in future be appointed on the salary scale Rs. 420—16 of 30—900 (Efficiency Bar before Rs. 630).

599. *Head Forest Guards: Forest Guards*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these grades and the scales we propose are shown below:

	Pre-Sessional Paper VIII of 1934 scales.	Sessional Paper VIII of 1934 scales.	Proposed scales.
	Rs.	Rs.	Rs.
Head Forest Guards	650—900	600—840	492—780
	4 of 25, 3 of 50 (Efficiency Bar before Rs. 750) 360—600	10 of 24 (Efficiency Bar before Rs. 744) 360—540	16 of 18 (Efficiency Bar before Rs. 636) 360—480
Forest Guards	4 of 10, 8 of 25 (Efficiency Bars before Rs. 425 and Rs. 525)	10 of 18 (Efficiency Bars before Rs. 432 and Rs. 504)	10 of 12 (Efficiency Bars before Rs. 396 and Rs. 444)

600. The other posts included under this Head fall within some general category already dealt with.

ALLOWANCES.

601. *Duty Allowance to Rangers, Yala and Wilpattu*.—Two Forest Rangers who are in charge of the Yala and Wilpattu National Reserves are each paid an allowance of Rs. 600 per annum. The Conservator of Forests reports that “ they have to live a continuous secluded life exposed to the risks of attack by wild animals and malarial fever, reside far away from markets, communications and medical aid and forego a good deal of the comforts of life enjoyed by other officers ”. Although we are averse from perpetuating special allowances, we accept the view that the case of these two Forest Rangers should be regarded as a very exceptional one and recommend its continuance. While the present recipients may draw the allowance at the rate now fixed, we recommend that it should be reduced to Rs. 300 per annum in the case of future holders of the posts.

CHAPTER LVI.

HEAD 47.—REGISTRAR OF CO-OPERATIVE SOCIETIES.

602. *Assistant Registrars and Inspectors*.—The pre-Sessional Paper VIII. of 1934 scales of these grades are.—

	Rs.
Assistant Registrars:	
Class I.—Grade I.	4,800—300—6,000
Grade II.	3,600—240—4,560
Inspectors:	
Class II.—Grade I.	2,700—120—3,300
Grade II.	2,100—120—2,580
Class III.—Grade I.	1,500—120—1,980
Grade II.	1,080— 75—1,380

Assistant Registrars and Inspectors actually formed a single group of officers on a salary scale ranging from Rs. 1,080—6,000. The Registrar was under the impression that the scales of Inspectors and Assistant Registrars formed a single time scale punctuated by Efficiency Bars, but the Treasury has recently removed this erroneous impression.

603. The duties and functions of these grades are described in paragraphs 425 to 427 of Sessional Paper VIII. of 1934. For the reasons stated in those paragraphs the Select Committee on Salaries and Cadres recommended the creation of two separate grades on the following scales of salary.—

		Rs. 3,000—4,260	
		7 of 180 (Efficiency Bar)	
Assistant Registrars		Rs. 4,500—6,000	
		5 of 240, 1 of 300 (Efficiency Bar)	
Inspectors: Class I.		Rs. 2,880—3,000	}
		1 of 120, 5 of 180 (Efficiency Bar)	
Class II.		Rs. 1,680—2,640	
		10 of 96 (Efficiency Bar)	
Class III.		Rs. 864—1,584	
		4 of 60, 5 of 96	Continuous time scale.

604. The pre-Sessional Paper VIII. of 1934 salary scales of Assistant Registrars and Inspectors are the scales of Agricultural Inspectors. The Select Committee on Salaries and Cadres assigned to Inspectors a salary scale based on the scale proposed by them for Agricultural Instructors. We maintain the same relative position and propose for Inspectors of the Co-operative Department the following scales of pay.—

Class II:			Rs. 510—1,320
	Grade II.		27 of 30 (E.B. before Rs. 960) Rs. 1,356—1,680
	Grade I.		9 of 36 Rs. 960—2,340
Class I.:	Grade II.		23 of 60 (E.B. before Rs. 1,740) Rs. 2,400—2,760
	Grade I.		4 of 90

605. In the case of the Instructor Staff of the Department of Agriculture we have recommended that the numbers in the various grades, promotion from grade to grade, and recruitment to that service should, as far as practicable, be governed by principles similar to those proposed by us for the reconstructed General Clerical Service, and that the Director of Agriculture should, in consultation with the Treasury and the Deputy Chief Secretary, settle the details of that scheme. We make a similar recommendation here.

606. For Assistant Registrars we propose the salary scale—

Rs. 3,150—4,800
11 of 150
(E.B. before Rs. 3,900)

which is the same as that assigned by us to Agricultural Officers, Grade II. (non-degreed men) of the Department of Agriculture. We consider this salary appropriate for the duties and responsibilities of these posts. We recommend that a certain number of posts in this grade should be reserved to provide an avenue of promotion for Senior Inspectors of the Department with meritorious service.

CHAPTER LVII.

HEAD 48.—IRRIGATION DEPARTMENT.

607. The Select Committee on Salaries and Cadres in its Second Interim Report, Sessional Paper VIII. of 1934, stated.—

432. "We suggest slight changes in the structure of this part of the department which will bring it into line with the structure which we propose in a later chapter for the Public Works Department. In the course of the Ceylonization of the engineering grades of that department, the elements of that structure have already been evolved; discussion with the Director of Irrigation has satisfied us that a similar arrangement can with advantage be introduced in his department. We propose the division of the existing grade of Assistant Irrigation Engineer into two grades; Grade I. to be open only to persons possessing full Civil Engineering qualifications i.e., Associate Members of the Institution of Civil Engineers; and Grade II. to be filled by the promotion, on the ground of merit, of officers in the Inspector grade. In addition, we propose a new grade of Junior Assistant Irrigation Engineer which is intended to be filled by engineers who possess a degree or have passed parts A and B of the Institution's examination, but are not full Associate Members of the Institution. These officers will, we understand, be able by service in this grade as paid Engineering Assistants to qualify for Associate Membership of the Institution. Having become Associate Members of the Institution they will be eligible for promotion as Assistant Irrigation Engineer Grade I., and subsequently as Irrigation Engineer and to the higher ranks of the department on the occurrence of vacancies.

434. "At present the salary scales of the engineering grades of this department differ slightly from those of the corresponding grades of the Public Works Department. We understand that the Civil Engineers of both departments are similarly qualified, and that the difficulty and responsibility of the work in the two departments is generally speaking equal. We are unable to find any cogent reason for the continuance of the existing disparity in the scales of the two departments, and we have therefore assigned the same scales to the corresponding grades in each. We should add that these observations are not intended to apply to the head office posts; we recognize that the very considerable difference in the size of the departments justifies a difference in the scales of the head office posts."

In the recommendations which follow we propose no essential change in the mode of recruitment and the relative salary positions recommended in Sessional Paper VIII. of 1934.

608. *Director of Irrigation.*—The pre-Sessional Paper VIII of 1934, and the Sessional Paper VIII. of 1934 scales of this post are £1,400—50—1,550 and Rs. 16,200—600—17,400 respectively: these are the scales assigned in these schemes to Class I., Grade II., of the Civil Service. We have proposed for Class I., Grade II., of the Civil Service a fixed salary of Rs. 15,000, and we assign the same salary to this post.

609. *Deputy Director of Irrigation.*—The pre-Sessional Paper VIII. of 1934 scale of this post is £1,050—50—1,300, the top segment of the salary scale of Class II. of the Civil Service. The Select Committee on Salaries and Cadres maintained this grading and assigned to it the scale Rs. 13,200—600—15,600. We assign to this post the salary scale Rs. 10,560—9 of 360—13,800, which substantially preserves its existing relative salary position.

610. *Divisional Irrigation Engineers, Irrigation Engineers, Assistant Irrigation Engineers and Junior Assistant Irrigation Engineers.*—The pre-Sessional Paper VIII. of 1934, and the Sessional Paper VIII. of 1934 scales of these grades are.—

	Pre-Sessional Paper VIII. of 1934 scales.	Sessional Paper VIII. of 1934 scales.
Divisional Irrigation Engineers	£ 900—1,100 5 of 40 Two selection grade posts on £1,100—1,200 2 of 40, 1 of 20 £500—900	Ra. 12,000—14,400 5 of 480 Ra. 6,840—11,520
Irrigation Engineers	10 of 40 E.B. before £700 £600 on completing 30 years of age	10 of 384, 2 of 420 E.B. before Ra. 9,528
Assistant Irrigation Engineers	Ra. 4,000—7,000 16 of 180, 1 of 120 (E.B. before Ra. 5,260 and 6,340)	Grade I. Ra. 4,200—6,360 6 of 360 Grade II. Ra. 4,000—5,800
Junior Assistant Irrigation Engineers..	—	10 of 180 (E.B. before Ra. 4,900) Ra. 2,700—3,600 6 of 150

With effect from October 1, 1936, the maximum salary of the pre-Sessional Paper VIII. of 1934 scale of Irrigation Engineers was raised from £900 to £940. We propose for these grades the following scales of salary which are the same as those we have proposed for the corresponding grades in the Public Works Department.—

Divisional Irrigation Engineers	..	..	Ra. 9,840—12,000
			6 of 360
Irrigation Engineers	..	..	Ra. 6,240—9,600
			14 of 240
			(E.B. before Ra. 8,400)
Assistant Irrigation Engineers— Grade I.	..	..	Ra. 3,300—6,000
			15 of 180
			(E.B. before Ra. 4,560)
			Ra. 3,150—4,800
Grade II.	..	..	11 of 150
			(E.B. before Ra. 3,900)
			Ra. 2,400—3,000
Junior Assistant Irrigation Engineers..	..	..	5 of 120

No Assistant Engineer, Grade I., should be promoted to the grade of Irrigation Engineer until he has at least passed the Efficiency Bar before Ra. 4,560; similarly no Irrigation Engineer should be promoted to the grade of Divisional Irrigation Engineer until he has passed the Efficiency Bar before Ra. 8,400.

611. *Irrigation Engineer, Training and Research.*—The creation of this post on the salary scale of Irrigation Engineers, but its non-inclusion in the cadre of that grade, was recommended in paragraph 241 of Sessional Paper XXVIII. of 1935. Provision for the post was accordingly included in the Estimates for 1935-36. We recommend that this post should carry the same scale of salary as we have proposed for Irrigation Engineers, viz., Ra. 6,240—14 of 240—9,600 (E.B. before Ra. 8,400).

612. *Chief Construction Engineer and Construction Engineers.*—These are temporary posts, the salaries of which have been fixed with reference to the salaries obtaining for Divisional Irrigation Engineers and Irrigation Engineers. It is unnecessary to fix special salaries for these posts.

613. *Mechanical Foreman.*—In order to have in the Department an officer who could attend to the maintenance and running repairs of construction plant in general, and excavators and scrapers in particular, provision for a post of Mechanical Foreman has been made in the Estimates for 1938-39 on the salary scale Rs. 5,400—300—6,600. This is a temporary post and will cease to exist when the present programme of construction work is over. We do not propose a salary scale for this post.

614. *Laboratory Foreman.*—The holder of this post is attached to the Hydraulic Laboratory. Provision for the post was included for the first time in the Estimates for 1937-38 on the scale Rs. 2,640—120—4,440. This salary is the same as that obtaining for non-new-entrant Senior Field Assistants of the Department. We have proposed for Senior Field Assistants the salary scale Rs. 2,280—8 of 90 and 5 of 120—3,600 (E. B. before Rs. 3,000). We assign the same scale to the Laboratory Foreman.

615. *Senior Field Assistants: Field Assistants.*—The pre-Sessional Paper VIII. of 1934 scales of these grades are.—

Senior Field Assistants (Irrigation Inspectors)	..	Rs. 2,640—15 of 120—4,440
Field Assistants (Irrigation Sub-Inspectors)	..	Rs. 1,200—11 of 120—2,520

The Select Committee on Salaries and Cadres made no substantial reduction in these salary scales. The scales proposed by that Committee were:

Senior Field Assistants	..	..	Rs. 2,640—13 of 120—4,200
Field Assistants	..	..	Rs. 1,200—11 of 120—2,520

The reasons advanced by the Select Committee for not making a substantial reduction were.—

- (i.) the difficulty experienced by the Department in recruiting and retaining in this service a suitable type of officer even on the pre-Sessional Paper VIII. of 1934 scales; and
- (ii.) the lonely and arduous life which many officers in this grade have to lead.

(*Vide* paragraph 441 of Sessional Paper VIII. of 1934).

Every year a larger number of young men than the Public Service and the various professions can absorb are turned out by the schools and colleges in the Island. We do not therefore anticipate any difficulty in recruiting and retaining in this service in future a suitable type of officer: the lonely and arduous life which Field Assistants have to lead must be regarded as a condition of their service. In this connection the following quotation from paragraph 433 of Sessional Paper VIII. of 1934 is of interest.—

“ If it is a fact that the engineers of this department serve in less comfortable conditions than other officers—and this we are not disposed to contest—we consider that this should be regarded as an inevitable circumstance of their service, of which they are fully aware when they enter the department, and for which there is no reason to compensate them.”

Generally speaking, therefore, there would appear to be no valid reason to assign to Field Assistants rates of remuneration substantially higher than those proposed for the subordinate technical staff of the Public Works Department. In fact it may be argued that a higher scale should obtain for the Public Works Department employees because they have a five year period of training as opposed to the two year period of training of Field Assistants. On the other hand, while senior Inspectors of the Public Works Department with meritorious service have fair prospects of promotion to the grade of Assistant Engineer, Grade II., prospects of promotion available to Senior Field Assistants of the Irrigation Department are meagre. We therefore consider that while Field Assistants of the Irrigation Department should be given a starting salary somewhat lower than those we have

proposed for Sub-Inspectors of the Public Works Department, the Senior Field Assistants should have a higher maximum salary than that proposed for Inspectors of the Public Works Department. Accordingly we assign the following scales of salary to Senior Field Assistants and Field Assistants.—

Senior Field Assistants	..	..	Rs. 2,280—3,600
			8 of 90, 5 of 120
			(E. B. before Rs. 3,000)
Field Assistants	..	..	Rs. 660—2,160
			25 of 60
			(E. B. before Rs. 1,560)

We recommend that no Field Assistant should be promoted to the grade of Senior Field Assistant until he has at least passed the Efficiency Bar before Rs. 1,560.

616. *Irrigation Guardians*.—There will be no new appointments to this grade (*vide* paragraph 443 of Sessional Paper VIII. of 1934 and paragraph 247 of Sessional Paper XXVIII. of 1935). We do not therefore assign a salary scale to this grade.

617. *Draughtsmen*.—The salary scales of Draughtsmen of the Irrigation Department are the same as the salary scales of Draughtsmen of corresponding classes in the Survey Department. We recommend for the Draughtsmen of this Department the following scales of salary which are the same as those proposed by us for Draughtsmen of the Survey Department.—

Class I.—Grade I.	..	..	Rs. 2,340—3,180
			10 of 64
Grade II.	..	..	Rs. 900—2,280
			10 of 48, 15 of 60
			(E. B. before Rs. 1,560)
Class II.—Grade I.	..	..	Rs. 1,296—1,620
			9 of 36
Grade II.	..	..	Rs. 480—1,260
			26 of 30
			(E. B. before Rs. 900)

Promotion from grade to grade and recruitment to this Service should be governed by the same principles as those proposed for the reconstructed General Clerical Service. The Director of Irrigation should, in consultation with the Treasury and the Deputy Chief Secretary, settle the scope of the examinations, if any, to be associated with the efficiency bars, the conditions governing promotion from grade to grade and class to class and the distribution of numbers among the various grades. (In a small service like this such distribution cannot be laid down in advance: it should be fixed on an equitable basis).

618. *Irrigation Overseers*.—In the Estimates for 1933-34, provision appeared for 3 posts of Irrigation Overseer for the Mannar district on a salary of Rs. 450 per annum each. The Select Committee on Salaries and Cadres retained this salary. In the Estimates for 1934-35 provision was included for 2 more posts for the Jaffna district on a salary of Rs. 480 per annum each. We propose no change in these salaries.

619. *Cultivation Officers*.—In the past several Irrigation Department Officers were functioning under Government Agents as Major-Works Cultivation Officers and Village Works Inspectors. In 1934 the number of such Irrigation Officers lent for service under the Government Agents was 36—12 as Cultivation Officers and 24 as Village Works Inspectors. 17 of the 24 Village Works Inspectors were recalled for departmental duties in 1935. In the meantime the question of creating a new grade of officer for cultivation duties was under consideration and at the Government Agents' Conference held in January, 1937, it was decided to create a new grade of Cultivation Officer, who after training would replace the officers of

the Irrigation Department functioning as Cultivation Officers and Village Works Inspectors. Provision was accordingly included in the Estimates for 1938-39 for 43 Village Cultivation Officers on the salary scale Rs. 600—10 of 36, 5 of 48—1,200 (Efficiency bar before Rs. 1,008), with the following footnote.—

“ A new grade of officers to serve under Revenue Officers to supervise the maintenance of Village tanks and cultivation under major and village tanks. After training they will take the place of the officers of the Irrigation Department now seconded for service under Revenue Officers as Village Tank Inspectors and Cultivation Officers who will then revert to the Irrigation Department. Provision made this year only for the allowance of Rs. 30 per mensem payable to each learner under training.”

We understand that Cultivation Officers will be recruited from among local applicants and that they will not normally be liable to transfer. For this reason and for the reason that under our proposals the present level of remuneration will be generally lowered, we consider that this grade should be placed on a scale of salary lower than that appearing in the Estimates. We therefore assign to this grade the salary scale, Rs. 480—24 of 30—1,200 (Efficiency bar before Rs. 900), which we consider appropriate in relation to the scales we have assigned to comparable grades.

ALLOWANCES.

620. *Sick allowance to Irrigation Engineers: Rs. 1,000.*—This is an allowance intended to re-imburse Irrigation Engineers for expenditure incurred as the result of illness contracted on duty. It is paid after careful examination of the circumstances and is not a continuous allowance.

The expenditure during the last four years was as follows:—

				Rs. c.
1934-35	..	..	..	Nil
1935-36	..	..	..	Nil
1936-37	..	..	..	307·50
1937-38	..	..	..	52·50

Payments of these allowances appear to be controlled very strictly and we do not, therefore, propose any change.

CHAPTER LVIII.

HEAD 51.—MINISTER FOR LOCAL ADMINISTRATION.

621. All the posts under this Head fall within some general category already dealt with.

CHAPTER LIX.

HEAD 52.—COMMISSIONER OF LOCAL GOVERNMENT.

622. *Assistant Commissioner.*—Provision for this post was included for the first time in the Estimates for 1932-33 on the salary scale Rs. 6,000—400—8,000, but the post remained unfilled owing to the large programme of new measures affecting local authorities which the Minister for Local Administration had in view, and his desire to press on with the process of decentralizing various Government activities which was recommended by the Donoughmore Commission. An appointment was made to this post with effect from April 1, 1938, on the salary scale Rs. 6,000—400—8,000.

This salary is the same as that approved in March, 1932, for Class III. of the Civil Service—*vide* footnote on page 20 of Sessional Paper VIII. of 1934. The

salary scale proposed by us for Class III. of the Civil Service is Rs. 3,600—300—6,000 but we consider that this post should carry a slightly better scale. We accordingly propose the scale Rs. 4,200—300—6,600 for the post of Assistant Commissioner.

623. *Office Assistant.*—The creation of this post, in lieu of the post of Assistant Commissioner which was then vacant, on the salary scale of Class III. of the Civil Service but not graded in that Service, was recommended in paragraph 252 of Sessional Paper XXVIII. of 1935. The post was accordingly created with effect from October 1, 1935. We have assigned to Class III. of the Civil Service the salary scale Rs. 3,600—300—6,000, and we assign the same salary to this post.

624. *Local Government Valuer.*—Owing to the fact that the Government Valuer could take up valuations for Local Authorities only when the pressure of Government business permitted him to do so and as he was preoccupied with Government work during the years immediately preceding 1937, a number of Local Bodies was waiting for the valuation of properties in their areas; re-valuations were overdue in a number of Urban District Council areas, and in several Urban District Council areas no valuations had been done at all. To remedy this unsatisfactory state, it was decided to create a post of Local Government Valuer and provision was made for it in the Estimates for 1937-38 on the salary scale Rs. 12,000—500—18,000, and an appointment made with effect from September 1, 1938.

In paragraph 816 of Part I. of our Report we stated.—

“ The Estimates for 1938-39 provide for a Local Government Valuer (salary Rs. 12,000—18,000) under the Department of Local Government in addition to a Valuation Division of the Treasury with the Government Valuer (salary Rs. 10,200—15,000) at its head. The Government Valuer has recently retired and we consider this a suitable opportunity to amalgamate the two branches under one head. The amalgamation, besides obviating the necessity for two senior technical officers, will cause a reduction in travelling expenses by eliminating dual journeys and prevent overlapping and duplication of records. The Hon. the Minister for Local Administration and the Deputy Financial Secretary are in agreement with this view. We understand that the Treasury and the Ministry are now engaged in drawing up details of the organization of the new combined office for General Valuation and Rating. We recommend that the proposal be given effect to as early as possible.”

We note with satisfaction that the draft Estimates for 1939-40 provide for this amalgamation. We shall discuss the salary of this post along with the salaries of other posts in the amalgamated Department in a separate Chapter.

625. *Town Planner.*—On May 27, 1936, on a report of the Executive Committee of Local Administration the State Council agreed in principle to the appointment of a Town Planner—*vide* item 3 of the Minutes of the meeting of the Council held on that day. Provision was made in the Estimates for 1936-37 for a post of Town Planner on the salary scale Rs. 6,840—10 of 384 and 2 of 420—11,520, which is the Sessional Paper VIII. of 1934 scale for District Engineers of the Public Works Department. Since a fully qualified Engineer starts his career in the Public Works Department as an Assistant Engineer, Grade I., we consider that this post should carry a salary scale which is a combination of the salary scales of Assistant Engineers, Grade I., and District Engineers of the Public Works Department. We accordingly assign to this post the salary scale:—

Rs. 3,300—6,000

15 of 180

(E. B. before Rs. 4,560)

E.B.

Rs. 6,240—9,600

14 of 240

(E. B. before Rs. 8,400)

626. *Superintendents of Village Works.*—The salary scales recommended for these posts in paragraph 254 of Sessional Paper XXVIII. of 1935, and now appearing in the Estimates are.—

	Rs.	
Superintendent, Village Works, Colombo	{	1,700—96—2,276 E. B.
Other Superintendents of Village Works	{	2,520—180—3,600 1,200—60—1,500 E. B. 1,700—96—2,276

The salary scale assigned to the post of Superintendent, Village Works, Colombo, is a segment of the salary scale of Sub-Inspectors and the salary scale of Inspectors of the Public Works Department appearing in Sessional Paper VIII. of 1934. The salary scale of other Superintendents is the Sessional Paper VIII. of 1934 scale of Sub-Inspectors of the Public Works Department. We maintain these relative salary positions and assign to these posts the following scales.—

	Rs.	
Superintendent, Village Works, Colombo	{	1,194—9 of 54—1,680 E. B. 1,740—14 of 90—3,000 E. B. before Rs. 2,460
Other Superintendents	{	720—10 of 42—1,140 E. B. 1,194—9 of 54—1,680

CHAPTER LX.

VALUATION DEPARTMENT.

627. *Chief Valuer.*—In this connection reference is invited to paragraph 624 of this Report. We assign to this post the salary scale Rs. 8,760—9 of 360—12,000, which we consider appropriate relative to the salaries we have assigned to comparable posts in the Public Service.

628. It has been decided that the present Local Government Valuer should be the Head of the amalgamated Department. The draft Estimates for 1939-40 provide for the payment to him of an allowance of Rs. 3,600 for the additional duties which will devolve on him. There will of course be no question of the payment of any such allowance to an officer appointed as Chief Valuer on the salary proposed by us.

629. *Assistant Valuer, General.*—Provision appears in the 1939-40 Estimates for this post on the salary scale Rs. 4,200—250—7,200. We assign a salary scale of Rs. 4,680—240—7,800, which is derived from our scales for Assistant Superintendents of Surveys, Grades II. and I. This salary is appropriate relative to the salaries we have assigned to the Chief Valuer and the Assistant Valuer, Rating.

630. *Assistant Valuer, Rating (in training).*—On February 7, 1939, the State Council passed a Supplementary Estimate providing for the creation of this post—*vide* item 6 (8) in the Minutes of the meeting of the Council held on that day. The necessity for its creation is explained in the following extract from the observations of the Minister for Local Administration appended to the Supplementary Estimate in question:—

“ Provision for the appointment of a Local Government Valuer was made for the first time in the Estimates 1937-38 and with the approval of the State Council—*vide* item 3 of the Council's Minutes of December 8, 1937—a non-Ceylonese was appointed to the post with effect from September 1, 1938, on agreement for a period of five years. As the temporary non-Ceylonese officer is intended to be succeeded in due course by a Ceylonese officer the

Executive Committee of Local Administration is of opinion that it is necessary to appoint now an Assistant Local Government Valuer to be trained by the present Local Government Valuer to succeed him on the expiry of his term of employment on August 31, 1943, and accordingly recommends—

- (a) that provision for the new post of Assistant Local Government Valuer be made by a supplementary vote as the training of the officer should start as early as possible.
- (b) that the officer should be first appointed on probation for a period of three years.
- (c) that the officer be appointed on the salary scale of Rs. 2,700—300—3,600''

Since the arrangement contemplated above was made, there has been a new development, viz., the amalgamation of the Valuation Divisions of the Treasury and of the Department of the Commissioner of Local Government. At present this new post of Assistant Valuer (Rating) is filled by an officer in training and we content ourselves therefore with fixing a suitable salary scale in our scheme for an officer in training, i.e., while acquiring the prescribed professional qualifications and the necessary experience in practical valuation. That salary scale should be.—

Rs. 2,400—5 of 120—3,000
 Efficiency Bar
 Rs. 3,120—18 of 180—6,000
 (Efficiency Bar before Rs. 4,560)

An essential condition of passing the efficiency bar before Rs. 3,120 will be the acquisition of the prescribed professional qualifications.

It seems not unlikely that this will be the " training " post of the department. If an experienced qualified Valuer were at any time selected for this post there would be no reason for grading it lower than the post of Assistant Valuer (General).

631. *Inspector and Temporary Inspectors.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are Rs. 2,640—120—4,440 and Rs. 2,160—120—3,840 respectively. These scales are related to those of Grade II. Surveyors of the Survey Department. We have assigned to Surveyors Grade II. the salary scale Rs. 1,880—90—3,860 (Efficiency Bar before Rs. 2,550) and we assign the same scale to these posts.

632. *Assistant Inspector.*—The pre-Sessional Paper VIII. of 1934 and Sessional Paper VIII. of 1934 scales of this post are Rs. 1,620—100—2,420 and Rs. 1,296—84—1,968 respectively. We assign to this post a salary of Rs. 660—19 of 60—1,800 which is a segment of the salary scale we have assigned to Grade III. Surveyors of the Survey Department.

633. *Draughtsmen.*—We recommend the following scheme of salary for the Draughtsmen:—

Class II.					Rs. 480—1,260
Grade II.	..	..	..	..	26 of 30 (E.B. before Rs. 900). Rs. 1,296—1,620
Grade I.	..	..	..	..	9 of 36 Rs. 900—2,280
Class I.	..	..	..	..	10 of 48, 15 of 60 (E.B. before Rs. 1,560)

The Chief Valuer should, in consultation with the Treasury and the Deputy Chief Secretary, settle the scope of the examinations, if any, to be associated with the efficiency bars, the conditions governing promotion from grade to grade and class to class.

634. *Temporary Assistant Inspectors.*—These employees are on the Sessional Paper VIII. of 1934 scale of the Draughtsmen. We see no special reason to maintain this relative position and assign to this grade a salary of Rs. 660—60—1,260 (Efficiency Bar before Rs. 900) which is a segment of our salary scale for Assistant Inspectors.

CHAPTER LXI.

HEAD 53.—REGISTRAR OF MOTOR CARS.

635. *Registrar of Motor Cars.*—This post which has recently been designated as Commissioner of Motor Transport is held by a member of the Civil Service. It is therefore unnecessary to fix a special salary for it.

636. *Assistant Registrar of Motor Cars.*—This post has recently been designated as Assistant Commissioner of Motor Transport. The Select Committee on Salaries and Cadres in paragraph 457 of Sessional Paper VIII. of 1934 stated :—

“ The present scale of this post is Rs. 4,000—300 and 400—8,000; prior to September, 1932, the scale was £420—30—600, the existing scale of Class III. of the Civil Service: in that month the scale was reduced on the occurrence of a vacancy in the post. The Commissioners propose Rs. 4,500—6 of 350—6,600. We consider this scale appropriate, and recommend its adoption. The Commissioners have assigned the same scale to Class III. of the Civil Service, and we have concurred in that recommendation.”

We have assigned to Class III. of the Civil Service the salary scale Rs. 3,600—300—6,000 and we assign the same scale to this post. The salary scale Rs. 5,400—400—7,800 appearing in the Estimates is that assigned to a non-new-entrant officer who received non-normal promotion to this post.

637. *Chief Examiner of Motor Cars.*—In 1929 the appointment of a Chief Examiner of Motor Cars was found necessary to relieve the Technical Assistant of that department of a portion of his duties and to provide for a competent officer to take his place during his absence from office or station. Provision for the post was accordingly made in the Estimates for 1929-30 on the salary scale Rs. 3,600—120—3,960. In 1930 the Registrar of Motor Cars reported that, owing to a fall in the number of serious accident cases, the work could be carried on without the services of a Chief Examiner. The post was therefore suppressed that year, before the probationary period of its holder expired.

With effect from August 8, 1933, the post of Technical Adviser was also suppressed. This left the Department without a sufficiently qualified technical adviser. To remedy this unsatisfactory position, it was decided to resuscitate the post of Chief Examiner of Motor Cars: a higher salary (Rs. 3,600—150—6,000) than that which obtained previously was assigned to this post to ensure the recruitment of a person holding qualifications in automobile engineering of a recognized Institution or of a Civil engineer with a knowledge of motor mechanism. In view of the qualifications demanded of applicants to this post it is desirable to grade this post with Assistant Engineers, Grade I., of the Public Works Department. We have assigned to those Assistant Engineers the salary scale Rs. 3,300—180—6,000 (Efficiency Bar before Rs. 4,560) and we assign the same scale to this post.

638. *Examiners of Motor Cars.*—The pre-Sessional Paper VIII. of 1934 scale of this grade is Rs. 2,000—90—2,630. For the reasons stated in paragraph 460

of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres assigned to this grade the salary scale Rs. 1,800—10 of 60—2,400. When the general level of remuneration of all Public Services has been lowered it should be possible to recruit to this grade a suitable type of officer on a much lower scale of salary; besides, greater facilities of acquiring the qualifications necessary to man these posts efficiently are now available. In these circumstances we propose for this grade the salary scale Rs. 1,200—20 of 48—2,160 (Efficiency Bars before Rs. 1,440, 1,680 and Rs. 1,920).

ALLOWANCES.

639. *Fees for preparing lists of Motor Vehicles: Rs. 400.*—This is an allocation for overtime to certain clerks who attend to the preparation, for supply to subscribers, of lists of Motor Vehicles registered. We understand that the amount recovered as subscription for the lists is more than the overtime paid. We have no objection to this payment so long as the work is done outside office hours.

CHAPTER LXII.

HEAD 54.—SALT.

SALT ADVISER.

640. In November, 1936, the Financial Secretary placed the following memorandum before the Board of Ministers.—

“ This memorandum concerns the salaries of new entrants to, and non-new-entrants and the cadre of, the Salt Department.

The Select Committee on Salaries and Cadres in paragraphs 463 *et seq* of its Second Interim Report, Sessional Paper VIII. of 1934, proposed salary scales for new entrants to the Salt Department. The Executive Committee desired certain minor amendments made in these scales. At the time the Select Committee considered the cadres of Departments, the Executive Committee's proposals with regard to the cadre of the Salt Department were under discussion between that Committee, the Salt Adviser and the Treasury (paragraph 258 of Sessional Paper XXVIII. of 1935). The Select Committee therefore made no recommendation with regard to the cadre of the Salt Department. The opportunity has also been taken to redesignate and regrade certain of the existing classes, *e.g.*, Inspectors, Storekeepers, and Constables into Inspectors and Assistant Inspectors.

The attached Schedule embodies the cadre proposals for the Salt Department, salary scales for new-entrants to, as well as non-new entrants of the department. No elaborate explanation of the Schedule is necessary since there are no important divergencies from the existing cadre, existing salaries and salaries proposed in Sessional Paper VIII. of 1934. The most notable change is the amalgamation into one service of the Inspectors of the Salt Adviser's branch and the Storekeepers working under the Revenue Officers—a change which reflects the more centralized control of the entire department now operative.

The approval of the Board of Ministers is requested for the scheme embodied in the attached schedule, which is the outcome of prolonged deliberations between the Executive Committee for Local Administration, the Salt Adviser and the Treasury.”

(SCHEDULE REFERRED TO IN PARAGRAPH 640)
Cadre and Salaries (New-entrant and non-new-entrant) of the Salt Department.

Post.	Cadre.		Salary.				Remarks, if any.		
	1935/ 36.	Pro- posed.	Non-New Entrants.		New Entrants.				
			Pre S. P. VIII. of 1934.	Now Proposed.	S. P. VIII. of 1934.	Now Proposed.			
Salt Adviser ..	1	1	£900—50—1,200(a)	(b)	Rs. 6,000—300—8,400	Rs. 6,000—300—8,400			
Superintendents :									
Elephant Pass ..	1	1	Rs. 3,000—300—6,000	No change	Rs. 2,760—240—5,160	No change			
Head Quarters ..	1	1	Rs. 2,400—120—3,600	No change	Rs. 1,920—96—2,880	No change			
Hambantota ..	1	1							
Puttalam ..	1	1							
Assistant Superintendents :									
Elephant Pass ..	1	1	Rs. 1,800—180—2,700	Rs. 1,800—180—2,700	Rs. 1,560—120—2,280	Rs. 1,560—120—2,280			
Palavi ..	1	1							
Jaffna ..	1	1							
Nilaveli ..	1	1							
Sergeant and Store- keeper, Elephant Pass ..	1	(d)	Rs. 1,800—120—2,400	—	—	—			
(f) Inspectors.									
Elephant Pass ..	5	All to be regraded as Inspectors, see page 188.	Rs. 900—120—1,500	All to be regraded as Ins- pectors, see page 198.	Rs. 840—96—1,320	All to be regraded as Ins- pectors, see page 198.			
Palavi ..	2								
(f) Storekeepers.									
Class I. ..	3(e)		Rs. 1,200—60—1,800		All to be regraded as Ins- pectors, see page 198.		Rs. 960—60—1,440	All to be regraded as Ins- pectors, see page 198.	
Class II. ..	6		Rs. 888—48—1,080				Rs. 720—36—900		
Class III. ..	10		Rs. 600—48—792				Rs. 540—30—690		
(f) Constables at Ham- bantota, Koholankala, Kirinda and Puttalam	10		Rs. 360—24—600 (E. B. before 504)				Rs. 360—18—540 (E. B. before 468)		

- (a) Scale for combined post of Government Mineralogist and Salt Adviser.
 (b) The scale approved for the present Salt Adviser is Rs. 7,600—380—10,640.
 (c) The post is at present designated "Supervisor, Nilaveli", and is graded with Storekeepers (*vide* footnote (e)).
 (d) Post to be abolished on the retirement of the present holder.
 (e) Includes Supervisor, Nilaveli, since graded as an Assistant Superintendent (*vide* footnote (c)).
 (f) *Vide* Annexure "A" (on page 190 of this Report).

Post.	Cadre.		Salary.				Re. marks, if any.
	1935/ 36.	Pro- posed.	Non-New Entrants.		New Entrants.		
			Pre S. P. VIII. of 1934.	Now Proposed.	S. P. VIII. of 1934.	Now Proposed.	
<i>(f) Inspectors :</i>							
Class I. ..	—	9	—	Rs. 1,200—60—1,800		Rs. 960—60—1,440	} <i>Vide</i> An- nexure A.
Class II. ..	—	7	—	Rs. 888—48—1,080		Rs. 720—36—900	
Sub-Inspectors ..	—	20	—	Rs. 600—48—792		Rs. 540—30—690	
Temporary Storekeeper, Udappu (for 6½ months)	1	1	Rs. 540	Rs. 540	No change	No change	
Constables (to be renamed Guards)	11	11		Rs. 300—12—360			
Elephant Pass 6 Palavi 5							
Caretaker, Head Office ..	1	1		Rs. 360			
Guards, Hambantota ..	4	4		Rs. 264—6—408			
Watchers, Jaffna, 1 at ..	1	1		Rs. 240—6—384			
8 at ..	8	8		Rs. 192—6—252			
(Temporary) ..	(a)	(a)		Rs. 20 per mensem			
Store Watcher, Mannar ..	1	1		Rs. 192—6—252			
Checker of receipts and issues Batticaloa ..	1	1		Rs. 360	} Covered by the recom- mendations in para- graphs 63-68 of S. P. VIII. of 1934.	No change except that appropriate territorial scales for peons or labour- ers will replace the sala- ries referred to in para- graph 68 of S. P. VIII. of 1934.	
Store Watchers, Batticaloa :							
1 at ..	1	1		Rs. 192—6—252			
1 at ..	1	1		Rs. 150			
Messurers (1 at Trinco- malee and 1 at Nilaveli)	2	2		Rs. 240—6—384			
Watchers, Nilaveli ..	2	2		Rs. 240—6—384			
Peons—Head Office ..	2	2		Rs. 300—12—360			
Salt Superintendent's Office, Puttalam ..	1	1		Rs. 264—6—408			
Patrols for Udappu (for 6½ months) ..	2	2		Rs. 264			
Caretaker, Udappu ..	1	1		Rs. 264			

(a) The number varies according to requirements.

Patrols, (Puttalam and Chilaw) ..	31	31	Rs. 264				
Patrols (temporary for 6 months, Puttalam and Chilaw) ..	10	10	Rs. 264				
Searchers, Madurankuli ..	1	1	Rs. 264				
Latrine Labourer (Puttalam) ..	1	1	Rs. 270				
Labourer, Southern Depot, Puttalam ..	1	1	Rs. 216—6—276				
Labourers, Galle ..	2	2	On daily pay				
Supervisor, Chiviyateru (temporary) for 7 months a year ..	1	1	Rs. 30 per mensem				No change
Windmill Labourer (Elephant Pass) ..	1	1	Rs. 300				
Windmill Minder, Nilaveli ..	1	1	Rs. 360				
Engine Cleaner, Elephant Pass ..	1	1	Rs. 360				
<i>Mechanical Staff.</i>							
Head Mechanic and Crane Driver (Elephant Pass) ..	1	1	Rs. 3 per diem.	Rs. 720—48—960	Rs. 720—48—960		No change
Engine Drivers at Elephant Pass (3) and Palavi (1) :							
1 at ..	1	1	Rs. 600—60—900	No change			
2 at ..	2	2	Rs. 540—60—780	No change	Rs. 420—60—780		No change
1 at ..	1	1	Rs. 420—60—600	No change			
Loco Driver, Elephant Pass ..	1	1	Rs. 720	.. No change	.. Rs. 600	..	No change
Crane Driver, Palavi ..	1	1	Rs. 720	.. No change	.. Rs. 600	..	No change
Lorry Driver, Palavi ..	1	1	Rs. 600	.. No change	.. Rs. 480	..	No change
<i>Clerical Staff.</i>							
Clerk (G. C. S., Class II.; Head Office ..	1	1	Rs. 900—120—2,820				
Clerk (G. C. S., Class II.): Puttalam ..	1	1	Rs. 900—120—2,820				
Clerk (G. C. S., Class III.): Hambantota ..	2	2	Rs. 480—48—1,200				
Kachcheri ..	1	1					
Superintendent's Office ..	1	1					
Clerk and Typist (Head Office) ..	1	1	Rs. 840—60—1,140				
Clerk at Palavi ..	1	1	Rs. 600—60—720				
Clerk at Elephant Pass ..	1	1	Rs. 540—60—720				
				} Approved Clerical Service Scales.			
				} To be replaced by Clerks in Class III. of the General Clerical Service as and when vacancies occur.			
				} Covered by the recommendations in paragraph 63-68 of S. P. VIII. of 1934			
				} No change except that appropriate territorial scales for peons or labourers will replace the salaries referred to in paragraph 68 of S. P. VIII. of 1934.			

Annexure "A".

" Inspectors, Storekeepers and Constables to be known in future as Inspectors and Sub-Inspectors and to consist of.—

	Non-new Entrant.	New Entrant.
Inspectors :		
Class I.—9 posts on ..	1,200—60—1,800	960—60—1,440
Class II.—7 posts on ..	888—48—1,080	720—36—900
Sub-Inspectors :		
20 posts on ..	600—48—792	540—30—690

subject to the following reservations:—

(i.) the number of Inspectors in Class II. to be gradually increased with a corresponding decrease in Class I. as suitable opportunities occur until a more reasonable proportion is arrived at.

(ii.) Only those non-new-entrant Constables who are in all respects fit for promotion to be transferred to the Sub-Inspector Grade. As vacancies occur in the grade of Constable, posts in that grade to be suppressed with a corresponding addition to the Sub-Inspector grade until the full number (20) is arrived at and the Constables grade disappears. Non-new-entrant Constables transferred to the Sub-Inspector Grade to be on the scale Rs. 600—48—792.

(iii.) Vacancies in the grade of Inspector, Class I., to be filled by the appointment of qualified outsiders in the event of suitably trained officers not being available in the lower classes. "

The proposals contained in the above memorandum were approved by the Board of Ministers and sanctioned by the Governor in December, 1936.

641. We assign to the posts and grades mentioned below the following scales of salary:—

	Rs.
	6,240—8,400
Salt Adviser	<hr/> 9 of 240
Superintendent, Elephant Pass :	2,400—3,000
On probation	<hr/> 5 of 120
On confirmation	3,300—6,000
	<hr/> 15 of 180
	(Efficiency Bar before Rs. 4,560)
	1,860—2,700
Superintendents (other)	<hr/> 10 of 84
	1,500—2,100
Assistant Superintendents	<hr/> 10 of 60
	960—1,440
Inspectors :	<hr/> 10 of 48
Grade I.	720—900
	<hr/> 6 of 30
Grade II.	480—690
Sub-Inspectors	<hr/> 7 of 30
Temporary Storekeeper (Udappu)	Rs. 480
Head Mechanic and Crane Diver (Elephant Pass)	720—900
	<hr/> 6 of 30
	420—780
Engine Drivers (Elephant Pass and Palavi)	<hr/> 12 of 30
	600—1,140
Mechanic (Hambantota)	<hr/> 18 of 30
	(Efficiency Bar before Rs. 840)

We do not propose any alteration in the salaries assigned to the other posts and grades in the schedule attached to the Financial Secretary's memorandum and

reproduced above except that we consider that as vacancies in the subordinate grades of Guard, Watcher, &c., occur the possibility of rating the posts on the labourer scale should be considered—*vide* paragraph 156.

642. Salaries assigned by us to the Salt Adviser and the Superintendent, Elephant Pass, require explanation. We intend that the post of Superintendent, Elephant Pass, should in future be filled by a science graduate of appropriate qualifications who should be given a training in India or other suitable country in the manufacture of salt and the various by-products of salt: on completion of training he should fill the post of Superintendent, Elephant Pass, and acquire the necessary practical experience: when the post of Salt Adviser falls vacant, he should be considered for appointment to that post if he is in other respects suitable. For this reason we have calculated the salaries of the Superintendent, Elephant Pass, and the Salt Adviser with the salaries we have assigned to Research Probationers and Field Staff Officers of the Department of Agriculture. If the post of Superintendent, Elephant Pass, is filled by the appointment of a person already in the Department, his salary should be that proposed in the Financial Secretary's memorandum, viz., Rs. 2,760—240—5,160.

643. *Mechanic, Hambantota.*—A new and additional electrically driven pumping plant was installed at the lewayas at Maha and Koholankala. This necessitated the employment of a mechanic, and the Salt Adviser obtained authority during 1936-37 to employ one on a salary of Rs. 420—60—780. This salary was found to be insufficient to attract a suitable type of officer: provision for the Mechanic was included therefore, in the Estimates for 1937-38 on the salary scale Rs. 864—36—1,260. The salary Rs. 600—30—1,140 assigned by us to this post is the same as that recommended by us for Overseers of the Department of Government Electrical Undertakings. We consider this salary adequate to recruit a suitable officer for this post.

ALLOWANCES.

644. *Allowance to Salt Clerk as Salt Storekeeper, Trincomalee, Rs. 240 per annum.*—In Part I. of our Report, we have recommended the closure of the Salt store at Trincomalee. This allowance should cease with the closure of the Store.

CHAPTER LXIII.

HEAD 54.—(Continued) MINERALOGIST.

645. *Government Mineralogist.*—The functions of the Mineralogist and Salt Adviser were, prior to August, 1934, performed by one officer. The Select Committee on Salaries and Cadres recommended the separation of these functions, but did not assign a salary scale for the post of Government Mineralogist: the Committee's reasons for this are contained in the following extract from paragraph 463 of Sessional Paper VIII. of 1934.—

“ We consider that the salary scale of a separate post of Mineralogist should be fixed when it has been decided that it is necessary to create and fill such a post, and that in fixing the scale the age, qualifications, and experience of the person selected for appointment should be taken into consideration. We also think that, if a person is appointed to the post of Mineralogist with a view to his being trained in mineralogy while holding that post, his salary during the period of training should be related to that of other officers of Government of similar status who receive professional or technical training while in the employment of Government.

“ We are aware, of course, that the question whether the post of Mineralogist should or should not be combined with the post of Salt Adviser is one in which the Executive Committee for Local Administration has a special interest, and that the salary question must depend ultimately upon the final decision in that important matter. In the meantime, however, it has been necessary for us to formulate our own view for the purpose of this report.”

646. In 1934 the Executive Committee for Local Administration decided to create a separate post of Government Mineralogist on the following scale of salary :—

While in training	::	::	Rs. 2,700
On appointment	::	::	Rs. 6,000—300—8,400

On the suggestion of the Financial Secretary provision was however included in the Estimates for 1935-36 on the salary scale—

While in training	::	::	Rs. 1,800
On appointment	::	::	Rs. 3,200—200—8,400

647. In March, 1936, the Executive Committee for Local Administration proposed that the initial salary of Rs. 3,200 should be raised to Rs. 4,000 in view of the fact that the selected candidate, on his return after training, will function as the Head of the Department. With Treasury concurrence provision was accordingly made in the Estimates for 1936-37. A Ceylonese candidate has been selected and sent to England for training.

648. On May 18, 1938, the State Council accepted a resolution which sought provision for the appointment of a non-Ceylonese to the post of Government Mineralogist on a three-year agreement and on a salary of Rs. 12,000 per annum. The necessity for this engagement is explained in the observations of the Minister of Local Administration appended to the resolution which is quoted below.

“ Since the retirement of Mr. J. S. Coates in 1934, the duties of Government Mineralogist were performed by the Inspector of Mines in addition to his own duties and this officer was paid an allowance of Rs. 1,200 a year on that account.

“ This arrangement was considered unsatisfactory and the Executive Committee of Local Administration decided in June, 1937, to obtain temporarily a qualified Mineralogist to fill the post of Government Mineralogist until Mr. L. J. D. Fernando, the Government Scholar in training in England to fill the post, returned to the Island—probably towards the end of 1940—and familiarized himself with the work. It was intended that this officer should start a Geological Survey of the Island. In pursuance of this decision a token vote of Rs. 100 was provided in the Estimates, 1937-38, for the purpose of obtaining the consent of the Council for the appointment. The circumstances and the need for the appointment were explained to the Council on September 15, 1937, when this vote was taken up for consideration and the Council passed the vote.

“ Thereafter inquiries were made from the Secretary of State for the Colonies and the Government of India in regard to suitable officers available for filling the post temporarily on agreement.

“ It was explained that a scientist of standing with administrative experience was required. When the replies were received it was found that the following three alternatives were available.—

- (1) The appointment of a serving officer in the Colonial Mines Service of the Colonial Geological Survey Service. This would have had to be a transfer to the permanent establishment of this Government on the understanding that the Secretary of State for the Colonies would endeavour to provide for him elsewhere by suitable transfer in due course after he was no longer required here. The salary payable was not mentioned by the Secretary of State for the Colonies and the appointment would have involved liability by this Government for pension in respect of the service here.
- (2) The appointment of the present Geological Adviser, Palestine, who was about to retire and who was over 61 years of age.
- (3) The appointment of an officer from the Geological Survey of India who was to retire from that service in October, 1938, on attaining the age of superannuation, viz., 55 years.

“ The Executive Committee considered these three alternatives and resolved in favour of the last, namely, the appointment of an officer from India. It has now been decided to appoint such an officer on agreement for three years and the formal approval of the Council is sought in terms of the above resolution.”

649. We have given careful consideration to the question of salary to be attached to this post, and think that it should at least carry a scale of salary comparable with those assigned to Research Staff Officers of the Department of Agriculture. Since a Ceylonese officer selected for this appointment will almost always require further training which he will receive at Government expense, we consider a lower initial salary than that assigned by us to the grade mentioned above is warranted. We therefore assign to this post the salary scale.—

While on probation	..	..	Rs. 2,400—5 of 120—3,000
On Appointment :	..	..	Rs. 3,300—6,000
<hr/>			
15 of 180			
(Efficiency Bar before Rs. 4,560)			
E.B.			
Rs. 6,240—9,600			
<hr/>			
14 of 240			
(Efficiency Bar before Rs. 8,400)			

A Probationer should not be appointed to this post except in anticipation of a definite vacancy.

650. *Inspector of Mines.*—The Select Committee on Salaries and Cadres stated in paragraph 464 of Sessional Paper VIII. of 1934.—

“ The present scale of this post is Rs. 4,000—180 and 120—7,000 which is the scale of an Assistant Engineer in the Public Works Department. The present occupant of the post was at one time in the Public Works Department. In a subsequent chapter we have proposed a scale Rs. 4,000—10 of 180—5,800 for Public Works Department Assistant Engineers Grade II.; these Engineers will be principally men promoted from the Inspector grade. We consider this scale suitable for the post of Inspector of Mines, which we anticipate will be filled by a man with similar training and experience, and we propose it for that post ”.

On May 21, 1935, the State Council passed a resolution for the provision of a scholarship of Rs. 2,000 for a Ceylonese to be trained as Inspector of Mines. The Minister of Local Administration explained the necessity for this scholarship in the following terms.—

“ The present Inspector of Mines is aged 52 and states that he intends to carry on his duties until he reaches the age of 55, *i.e.*, until February, 1938. It is necessary to make arrangements for training a successor.

“ The salary recommended by the Select Committee on Salaries and Cadres for a new entrant was Rs. 4,000 by 10 increments of Rs. 180 to Rs. 5,800. On the advice of the Financial Secretary, the Executive Committee, however, decided that the salary of the post should be Rs. 2,700—150—3,600: Efficiency Bar: Rs. 4,000—180—5,800.

“ The Executive Committee recommends the provision in due course of a scholarship of Rs. 2,000 a year for two years to enable a Ceylonese who holds the degree of Bachelor of Science, London, or its equivalent to be trained for 2 years in the Indian School of Mines at Dhanbad in Bengal with a view to his appointment as a successor to the present Inspector of Mines.

“ The course of training begins on November 1, and application therefore must be sent early in July. Provision for the scholarship will be sought in the 1935-36 and 1936-37 budgets. Meanwhile a token vote of Rs. 100 is sought as supplementary provision to ascertain whether the State Council will approve of the provision of the scholarship ”.

The Scholar recruited for this post died in India on April 21, 1939, while undergoing training: an endeavour is now being made to secure the services of a suitable Indian Officer on the salary scale Rs. 2,700—150—3,600: Efficiency Bar: Rs. 4,000—180—5,800.

651. It will be noticed from the observations of the Minister quoted above that the mode of recruitment to this post has changed. In view of the qualifications now demanded of applicants to this post we consider that this post should now be graded with Research Probationers of the Department of Agriculture. We therefore assign to this post the same scale as we have assigned to Research Probationers of the Agricultural Department, viz.—

	..	..	Rs. 2,400—3,000
While on Probation			5 of 120
			Rs. 3,300—6,000
On appointment as Inspector			15 of 180
			(E.B. before Rs. 4,560)

652. *Field Assistant Geologists; Draughtsmen.*—On February 22, 1939, the State Council passed a Supplementary Estimate providing, *inter alia*, for the appointment of a Geological Field Assistant on the salary scale Rs. 2,400—120—3,000. The following observations of the Minister of Local Administration appended to the Supplementary Estimate explains the necessity for this appointment.—

“ It was not possible to provide fully for the requirements of the new Mineralogist at the time the Estimates for 1938-39 were being prepared as these could only have been ascertained after his arrival. Mr. D. N. Wadia arrived in the Island and assumed duties as Government Mineralogist on November 21, 1938. In December, 1938, he submitted a report for the future organization of the Department in order that it may carry on the functions for which it is intended. These functions will include a systematic and comprehensive survey, and a complete examination of the minerals of the Island and the preparation of maps showing the location of mineral deposits and their relative abundance. The Government Mineralogist estimates that with the staff he now asks for (which is indicated in the next paragraph) a fairly comprehensive preliminary geological survey of the Island could be completed in about 12 years, at the end of which the Government would be in possession of definite information as to the mineral resources of the Island and could decide upon the areas in which more intensive investigation would be necessary.

“ The staff of the Department at present consists of the Government Mineralogist, the Inspector of Mines, 2 daily-paid Overseers paid from Sub-head 8, Mineralogical operations, and the necessary clerical and minor staff.

The Government Mineralogist's suggestions in regard to additional staff are only—

- (1) that the two posts of daily-paid Overseers be converted into two posts of Field Assistants and filled by men possessing qualifications of a high standard in Geology or Mining, if possible by graduates of Indian Universities who have qualified in these subjects; and
- (2) that a draughtsman be appointed for preparing fair copies of field maps.

“ He proposes to train the two Field Assistants himself and he believes that they should, with his training, be able to carry out preliminary operations within a year or so.

“ Of this staff the Executive Committee of Local Administration agreed to the immediate conversion of one of the two posts of daily-paid Overseers into a post of Geological Field Assistant and a salary scale of Rs. 2,400—120—Rs. 3,000 has been fixed by the Treasury for the post. The sum of Rs. 1,400 applied for under Sub-head 1 above is for the initial salary of this post for a period of 7 months from March 1 to the end of the current financial year. The Executive Committee agreed to consider in connection with the draft Estimates of the Department for the next financial year the question of making provision for the other post of Geological Field Assistant and for the Draughtsman.

" In considering the question of staff the fact that the Government Scholar now being trained in England to fill the post of Government Mineralogist will return to the Island next year and be attached to the Department has also been taken into consideration. It is proposed that this Scholar on his return to the Island should be called upon to assist the Government Mineralogist in the work of the proposed Geological Survey until the latter's term of office is determined. Thereafter, he will take over charge of the Department and continue the work of the Survey "

We consider the salary scale Rs. 2,400—120—3,000 appropriate for candidates possessing the qualifications demanded. We therefore propose no change in this salary. We note that provision has been included in the draft Estimates for 1939-40 for a second post of Field Assistant Geologist.

653. *Draughtsman*.—Provision appears in the Estimates for 1939-40 for a Draughtsman on the salary scale Rs. 900—120—2,820. This is the pre-Sessional Paper VIII. of 1934 salary scale of Class II. Draughtsmen. We propose the following scheme for the Draughtsman :

				Rs.
Class II.				480—1,260
Grade II.	..	..	..	26 of 30
				(Efficiency Bar before Rs. 900)
				1,296—1,620
Grade I.	..	..	..	9 of 36
				900—2,280
Class I.	..	..	..	10 of 48, 15 of 60
				(E.B. before Rs. 1,560)

The Government Mineralogist should, in consultation with the Treasury and the Deputy Chief Secretary, settle the scope of the examinations, if any, to be associated with the efficiency bars, the conditions governing promotion from grade to grade and class to class.

CHAPTER LXIV.

HEAD 55.—FISHERIES DEPARTMENT.

654. In paragraph 840 of Part I. of our Report we stated.—

" In view of the anticipated reorganization and considerable expansion of the Department in the near future and of the policy of the Ministry to develop the fishing industry, which are likely to require additional staff and funds, we do not suggest any reduction in the existing cadre "

At present the Director, Colombo Museum, is also Marine Biologist. In October, 1938, the Executive Committee of Local Administration recorded the opinion that the Department of Fisheries should be separated from the Museum as from the date of retirement of the Director of the Museum and Marine Biologist. The Director, Colombo Museum, has proceeded on leave preparatory to retirement, and consequently provision has been included in the Draft Estimates for 1939-40 to give effect to the proposed separation. The posts discussed below are those provision for which has been included in the Draft Estimates for 1939-40 (Second Print).

655. *Director of Fisheries*.—This is the designation proposed for the Head of the Department in the new Fisheries Ordinance, the draft of which appears in the *Gazette* of May 19, 1939. The draft Estimates for 1939-40 provides for this post a provisional salary of £900—50—1,200 or Rs. 10,800—600—14,400. These are the same as the pre-Sessional Paper VIII. of 1934 and the Sessional

Paper VIII. of 1934 salary scales of the posts of Director, Colombo Museum, and the Government Analyst. To these latter posts we have assigned the salary scale Rs. 9,120—8 of 360—12,000, and we assign the same scale to this post.

656. *Assistant Director of Fisheries.*—At present a post of Probationary Assistant Marine Biologist on the salary scale Rs. 2,700/3,200—200—6,000 exists on the establishment of this Department. For this post, under the altered designation of Assistant Director, a provisional salary of Rs. 6,000—300—9,000 has been provided in the Draft Estimates for 1939-40. We assign to this post the salary scale—

Rs. 4,560—8 of 180—6,000
E.B.
Rs. 6,240—9 of 240—8,400

which, in our view, is adequate for the duties and responsibilities of this post and which is appropriate relative to the salaries we have assigned to the Director, and the other posts of the Department.

657. *Probationary Assistant Naturalist; Probationary Biochemist.*—The salary scale provided for these posts in the Draft Estimates for 1939-40 is Rs. 2,700/3,200—200—6,000. This is the same scale as that now obtaining for Research Probationers of the Department of Agriculture. We assign to these posts the same salary scale as we have assigned to Research Probationers of the Department of Agriculture, viz.—

While on probation	..	..	Rs. 2,400—3,000
			5 of 120
			Rs. 3,300—6,000
On appointment	..	..	15 of 180
			(E.B. before Rs. 4,560)

658. *Fishery Inspectors; Fish Curing Officer.*—The salary scale assigned to these posts is Rs. 864—4 of 60—1,104: E.B.: Rs. 1,200—4 of 96—1,584 which is the same as that obtaining for Marketing Officers in the Department of the Commissioner for Development of Agricultural Marketing. To Marketing Officers we have assigned the salary scale Rs. 510—27 of 30—1,320 (Efficiency Bar before 960), and we assign the same salary scale to the Fishery Inspectors and the Fish Curing Officer.

659. *Storekeeper.*—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 840—36—1,200 and the Sessional Paper VIII. of 1934 scale is Rs. 672—24—960. We propose no change in the latter scale.

660. *Collectors.*—In the Draft Estimates for 1939-40 provision appears for 2 posts of Collector, one on the salary scale Rs. 600—15—750, and the other on the scale Rs. 300—12—480. These are the scales obtaining for Collectors of the Colombo Museum. The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales, and the scales we have proposed for Collectors of the Colombo Museum are.—

	Pre-Sessional Paper VIII. of 1934 scales. Rs.	..	Sessional Paper VIII. of 1934 scales. Rs.	..	Proposed scales. Rs.
1 at	.. 600—30—750	..	480—24—600	..	438—18—600
4 at	.. 300—15—450	..	300—12—408	..	300—12—420

We assign to the Senior post of Collector in this Department the salary scale Rs. 438—18—600 and to the other post the salary scale Rs. 300—12—420.

Officers and Crew of Research Vessel.

661. In paragraph 490 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres stated.—

“*Officers and Crew of the ‘Nautilus’.*—An examination of the Estimates reveals that the present salary scales of these employees are at present

very considerably less than those of similar employees in the Colombo Port Commission. We understand that no difficulty has been experienced in filling these posts in spite of this disparity, presumably for the reason that the crew of the ' Nautilus ' is required to perform less work than the Port Commission employees. We have not therefore made any attempt to correlate the scales of these posts with the similar posts in the Port Commission. We consider the Commissioners' scales sufficient and recommend their adoption. The post of Engineer is at present vacant, the services of a Port Commission Engineer being borrowed when necessary."

662. The pre-Sessional Paper VIII. of 1934 scales and the scales assigned by the Select Committee in Sessional Paper VIII. of 1934 to the crew of " Nautilus " are.—

	Pre-Sessional Paper VIII. of 1934 scales.	Sessional Paper VIII. of 1934 scales.
Marine Superintendent ..	£600—750 5 of 30 Rs. 2,700—3,900	(vide paragraph 487 of S. P. VIII. of 1934) Rs. 2,400—3,000
Engineer ..	8 of 150 Rs. 2,400—3,600	8 of 75 Rs. 2,100—2,700
Master ..	8 of 150 Rs. 840—1,500	8 of 75 Rs. 672—1,200
Mate ..	11 of 60 Rs. 660—840	11 of 48 Rs. 528—672
Quarter Masters ..	3 of 60 Rs. 500—680	3 of 48 Rs. 408—552
Firemen ..	6 of 30 Rs. 570—660	6 of 24 Rs. 456—528
Lascars ..	3 of 30 Rs. 900—1,200	3 of 24 Rs. 720—960
Head Driver ..	5 of 60 Rs. 700—880	5 of 48 Rs. 560—704
Second Driver ..	3 of 60 Rs. 600—720	3 of 48 Rs. 480—576
Carpenter ..	3 of 40 Rs. 360—450	3 of 32 Rs. 360—420
Cook ..	6 of 15	4 of 15

663. The " Nautilus " was sold in 1936 and the crew was disbanded. A new fisheries research vessel is to be purchased in the near future and provision has been included for the following staff in the Draft Estimates for 1939-40.—

	Rs.
Marine Superintendent and Hydrographer ..	6,000—300—8,400
Master ..	2,100— 75—2,700
Mate ..	672— 48—1,200
Quarter Masters :	1 at .. 660— 60— 840
	2 at .. 528— 48— 672
Lascars :	1 at .. 570— 30— 660
	5 at .. 456— 24— 528
Drivers ..	560— 48— 704
Cook ..	360— 15— 420

The salaries provided for the post of Marine Superintendent and Hydrographer, Master, Mate, Drivers and the Cook are described as *provisional*.

664. We assign to the above posts the following scales of salary.—

	Rs.
Marine Superintendent and Hydrographer	{ 4,560—8 of 180—8,000 E.B. 6,240—9 of 240—8,400
Master	2,100—2,700
Mate	10 of 60 720—1,200
Quarter Masters	10 of 48 510—660
Lascars	5 of 30 420—510
Drivers	5 of 18 540—720
Cook	6 of 30 360—420
	5 of 12

For reasons similar to those stated by the Select Committee on Salaries and Cadres we have not correlated the salaries of the above posts with similar posts in the Colombo Port Commission.

ALLOWANCES.

665. *Allowance to Master Attendant for Pearl Fishery Work.*—With the retirement of the Marine Superintendent in January, 1932, and the suppression of the post, the duties of inspecting the Pearl Banks, attending to the care and maintenance of the fisheries vessel ss. "Nautilus" and other boats of the Fisheries Department and of the Minesweeping gear were handed over to the Master Attendant who was granted an allowance of Rs. 750 per annum in respect of this extra-departmental work he was called upon to perform. In 1936 the ss. "Nautilus" was sold and the allowance was reduced to Rs. 600 per annum. In years in which no inspection of the Pearl Banks is considered necessary the allowance is paid at a reduced rate of Rs. 300 per annum.

It is anticipated that by 1941 the Fisheries Department will have its own Research Vessel and that the post of Marine Superintendent will have been resuscitated: so that it is very probable that by 1941 this allowance will have disappeared.

We therefore make no recommendation as regards the present allowance of Rs. 600 per annum (with reduction to Rs. 300 per annum when no inspection of the Pearl Banks is anticipated) so long as the present Master Attendant continues in office. But should there be a change of officer or should the proposal to appoint a Marine Superintendent not eventuate, we recommend that the work of maintaining and inspecting the fisheries tackle be handed over to the Department of the Marine Biologist and that the Master Attendant be paid only a duty allowance of Rs. 10 per diem, in addition to his normal sea allowance, during the period of actual inspection of the Pearl Banks.

CHAPTER LXV.

HEAD 57.—MINISTER FOR HEALTH.

666. All the posts under this Head fall within some general category which has already been dealt with.

CHAPTER LXVI.

HEAD 58.—QUARANTINE.

COLOMBO HEAD OFFICE.

667. *Secretary*.—A post of Office Assistant, Board of Quarantine, (now Quarantine Committee), was created in October, 1928, on the salary scale £420—30—600. In 1930 the post of Office Assistant was replaced by a post of Secretary on the salary scale Rs. 4,500—200—5,500. The Select Committee on Salaries and Cadres for reasons stated in paragraph 496 of Sessional Paper VIII. of 1934, assigned to this post a salary of Rs. 4,200. On a representation from the Chairman, Quarantine Committee, the salary scale of this post was improved to Rs. 4,500—9 of 200, 1 of 300—6,600 in the Estimates for 1937-38. The present holder of the post is on this salary scale. The duties and responsibilities of this post are, in our view, no more difficult or onerous than the duties of some of the posts of Office Assistant to which we have recommended the appointment of clerks in the Special Class of the General Clerical Service. We therefore assign to this post the same salary scale as we have proposed for the Special Grade of the reconstructed General Clerical Service, viz., Rs. 3,600—120—4,080.

MANDAPAM QUARANTINE CAMP.

668. *Superintendent and Quarantine Medical Officer*.—We have included this post in the Special Grade of Medical Officer to which we have assigned the salary scale Rs. 9,600—6 of 300—11,400.

669. *Assistant Quarantine Medical Officers*.—These posts are filled by Grade Medical Officers.

670. *Engineer*.—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 4,000—180 and 120—7,000. For reasons stated in paragraph 498 of Sessional Paper VIII. of 1934, the Select Committee on Salaries and Cadres assigned to this post the salary scale Rs. 4,000—180—5,800. We assign to this post the salary scale Rs. 3,150—150—4,800 (efficiency bar before Rs. 3,900), which is the same as that assigned by us to Assistant Engineers, Grade II., of the Public Works Department.

671. *Electrical Foreman*.—In paragraph 853 of Part I. of our Report we stated:—

“Owing to the pressing need for economy the Superintendent of the Camp agreed that the Electrical Foreman may be transferred and his place taken by an Electrical Overseer with sufficient experience, if this can be arranged with the Chief Engineer and Manager, Government Electrical Undertakings.”

To Electrical Overseers in the Department of Government Electrical Undertakings we have assigned the salary scale Rs. 600—30—1,140 (efficiency bar before Rs. 900) and we assign the same scale to this post.

672. *Apothecary and Laboratory Assistant*.—Prior to 1934 a post of Laboratory Assistant on the salary scale Rs. 840—120—2,040 and a post of Apothecary on the salary scale Rs. 900—60—1,800 existed at the Mandapam Camp. In the 1935-36 Estimates provision was made for the combined post on the salary scale Rs. 900—90—2,430. We assign to this post the salary scale Rs. 900—10 of 48, 15 of 60—2,280 (efficiency bar before Rs. 1,560).

673. *Chief Clerk*—(Rs. 1,200—120—1,800).—The Select Committee on Salaries and Cadres, in paragraph 267 of Sessional Paper XXVIII. of 1935, stated:—

“The post of Chief Clerk existed at one time, but has been left unfilled for some years. The Director of Medical and Sanitary Services (who is also the Chairman, Board of Quarantine) investigated the matter on his last visit to Mandapam, and was personally satisfied that the restoration of this post is necessary. We propose the restoration of the post of Chief Clerk; we consider the salary scale proposed by the Chairman, Board of Quarantine, (Rs. 1,200—120—1,800), appropriate.”

This post was accordingly re-created with effect from October 1, 1935, on the salary scale of Rs. 1,200—120—1,800. We assign to this post the salary scale Rs. 1,140—5 of 48, 4 of 60—1,620.

674. *Second Clerk and Shroff.*—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 1,080—75—1,680 and the Sessional Paper VIII. of 1934 scale is Rs. 864—60—1,344. We assign to this post the salary scale Rs. 720—18 of 30—1,260.

675. *Sanitary Assistant.*—The present scale is Rs. 720—80—1,520 which is that of non-new-entrant Class II. Sanitary Assistants of the Department of Medical and Sanitary Services. We assign to this post the salary scale Rs. 480—30—1,260 (efficiency bar before Rs. 900), which is the same as that proposed by us for Sanitary Assistants, Grade II., of the Department of Medical and Sanitary Services.

676. *Camp Inspectors.*—Prior to October 1, 1935, these posts were designated Overseers. The pre-Sessional Paper VIII. of 1934 scale of Overseers is Rs. 420—60—960—and the Sessional Paper VIII. of 1934 scale is Rs. 360—30—780. In the Estimates for 1935-36 a higher salary scale, Rs. 420—60—1,200, was provided for these posts. We assign to these posts the salary scale Rs. 420—30—1,020.

677. *Storekeeper, Engineering Stores.*—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 540—9 of 40, 11 of 80—1,780; the Sessional Paper VIII. of 1934 scale is Rs. 480—10 of 36, 10 of 72—1,560. We assign to this post the salary scale Rs. 480—30—1,260 (efficiency bar before Rs. 900).

678. *Storekeeper, General Stores.*—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 420—60—960. The Sessional Paper VIII. of 1934 scale is Rs. 360—30—780; we propose no change in this salary.

679. *Clerks.*—The clerks are on the following scales of salary:—

	Pre-Sessional Paper VIII. of 1934 Scales. Rs.	Sessional Paper VIII. of 1934 Scales. Rs.
Grade I.	.. 480—60—1,200	.. 420—30—1,020
Grade II.	.. 420—60—960	.. 360—30—780

We propose no change in the Sessional Paper VIII. of 1934 scales.

680. *Travelling Inspector.*—One of the three posts of Correspondence Clerk provided for in the Estimates for 1935-36 on the salary scale Rs. 420—60—960 was designated Travelling Inspector and provided for on the salary scale Rs. 420—60—1,200 in the Estimates for 1936-37. We assign to this post the salary scale Rs. 420—30—1,020.

681. *Compounder.*—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 480—60—1,200. The Sessional Paper VIII. of 1934 scale is Rs. 420—30—1,020; we propose no change in this salary.

682. *Driver for Disinfector.*—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 600—30—900. The Sessional Paper VIII. of 1934 scale is Rs. 480—24—720; we propose no change in this salary.

683. *Nurses.*—The pre-Sessional Paper VIII. of 1934 scale of Nurses is Rs. 480—30—600. The Sessional Paper VIII. of 1934 scale is Rs. 420—30—480. We assign to this grade the salary scale Rs. 420—12—480.

684. *Teachers.*—The pre-Sessional Paper VIII. of 1934 scales, the Sessional Paper VIII. of 1934 scales and the salary scales we propose for these teachers are—

	Pre-Sessional Paper VIII. of 1934 Scales. Rs.	Sessional Paper VIII. of 1934 Scales. Rs.	Proposed Scales. Rs.
Head Teacher	.. 420—720	.. 360—576	.. 360—558
	5 of 60	6 of 36	11 of 18
	300—600	300—480	300—432
Assistant Teacher	.. 2 of 30, 5 of 48	.. 6 of 30	.. 11 of 12

685. *Caretaker (Circuit Bungalow).*—The Sessional Paper VIII. of 1934 scale of this post is Rs. 360—30—420. We assign to this post the salary scale of Rs. 360—12—420.

686. *Anchylostomiasis Dispenser*.—In paragraph 860 of Part I. of our Report we have recommended the suppression of this post. It is therefore unnecessary to fix a salary for it.

687. *Vaccinator*.—The salary provided for this post in the Estimates for 1938-39 is that of non-new-entrant Class I. Vaccinators of the Department of Medical and Sanitary Services, viz., Rs. 864—48—1,104. The Sessional Paper VIII. of 1934 scales of Vaccinators are—

Class II	..	..	..	Rs. 360—30—600
Class I	..	..	..	Rs. 660—30—900

We have not proposed salaries for Vaccinators of the Department of Medical and Sanitary Services as this grade is to be abolished. We assign to this post the salary scale Rs. 360—30—780.

PORT HEALTH OFFICER, COLOMBO.

688. *Port Health Officer and Assistant Port Health Officers*.—These posts are filled by Medical Officers of Health or Grade Medical Officers.

689. *Chief Fumigation Inspector*.—Provision for this post was included for the first time in the Estimates for 1937-38. There is therefore no pre-Sessional Paper VIII. of 1934 or Sessional Paper VIII. of 1934 scale for it. The scale now appearing in the Estimates is that of non-new entrant Senior Field Assistants of the Irrigation Department. We have assigned to Senior Field Assistants the

Rs. 2,280—3,600

salary scale . We assign the same scale to this post.

8 of 90, 5 of 120

(E. B. before Rs. 3,000)

690. *Supervisor, Disinfecting Station; Inspector of Fumigation*.—The pre-Sessional Paper VIII. of 1934 salary scale of these posts is Rs. 720—60—1,200. The Select Committee on Salaries and Cadres retained the same scale for application to new entrants to the Public Service appointed to these posts—*vide* paragraphs 508 and 509 of Sessional Paper VIII. of 1934. We assign to these posts the salary scale Rs. 480—30—1,260 (efficiency bar before Rs. 900), which is the same as that assigned by us to Sanitary Assistants, Class II. We would, however, recommend that when the present occupants retire, the possibility of employing in these posts Sanitary Assistants of the Department of Medical and Sanitary Services should be kept in view.

691. *Finger Print Examiner and Clerical Assistant*.—Prior to October 1, 1932, the Finger Print Examiner was a retired Police Sergeant who, in addition to his pension, received a fixed salary of Rs. 300 per annum. He attended only to finger print work, and worked only till noon every day. The officer appointed to this post from October 1, 1932, performs minor clerical duties as well as finger print work, and works a full day. For this reason his salary was increased with effect from October 1, 1933, to Rs. 420—15—600; this salary has been further increased to Rs. 420—30—780 with effect from October 1, 1938. We propose no change in this salary.

692. *Fireman and Assistant Fireman, Disinfecting Station*.—Prior to 1932 there were two firemen, one on a salary of Rs. 600 per annum and the other on Rs. 420 per annum. In 1932 the post on Rs. 420 per annum was retrenched. To the post which carried the salary of Rs. 600 the Select Committee on Salaries and Cadres assigned a salary of Rs. 480. In the 1938-39 Estimates the second post of Fireman was restored to the establishment on a salary of Rs. 480 per annum, it being understood that this salary would apply whether the person appointed was a non-new entrant or new entrant to the public service. We assign to these posts a salary of Rs. 480 per annum.

RAGAMA CAMP.

693. *Officer-in-Charge*.—This post has been abolished.

PORT HEALTH OFFICER, GALLE.

694. *Apothecary, Disinfecting Station.*—The pre-Sessional Paper VIII. of 1934 salary scale of this post is Rs. 540—36—900. The select Committee on Salaries and Cadres assigned to this post the same salary scale as that assigned by them to Apothecaries, Class II., of the Medical Department, viz., Rs. 720—100 and 120—1, 680; they intended this salary to apply to a fully qualified Apothecary only. When the present holder retires, this post should be filled by an Apothecary of the Medical Department on his substantive salary.

TUTICORIN QUARANTINE CAMP.

695. *Superintendent of Quarantine.*—This post is filled by a Medical Officer on his grade pay plus an allowance.

ALLOWANCES.

696. *Allowances to Officers at Mandapam and Tuticorin Camps.*—The following allowances are now paid to officers stationed at the Mandapam and Tuticorin Camps.—

Mandapam Camp.

- 2 Assistant Quarantine Medical Officers at Rs. 5 per diem
- 1 Vaccinator at Rs. 16 per mensem
- 1 Sanitary Assistant at Rs. 20 per mensem
- 1 Engineer at Rs. 5 per diem
- 1 Electrical Foreman at Rs. 2 per diem

} Overseas Allowances

- Boot Allowance to one Sanitary Assistant at Rs. 12 per annum.
- Boot Allowance to two Camp Inspectors at Rs. 10 per annum.
- Boot Allowance to one Travelling Inspector at Rs. 10 per annum.

Tuticorin Camp.

- 1 Superintendent of Quarantine at Rs. 7·50 per diem (Overseas Allowance)

We have no objection to the retention of the above allowances but would observe (1) that assuming that an officer of the Overseer grade is appointed to the post of Electrical Foreman as recommended in paragraph 853 of Part I. of our Report it should be possible to reduce the daily allowance of Rs. 2 to a monthly allowance of Rs. 20, and (2) that with the suppression of one of the posts of Camp Inspector as recommended in paragraph 855 of Part I. of our Report the boot allowance paid will be reduced by Rs. 10 per annum.

697. *Allowance to Port Health Officers in lieu of private practice.*—The Director, Quarantine Department, informs us that this allowance will cease when officers suitable for port work are selected from among new-entrant officers who are not entitled to this allowance.

698. *Night duty allowance to the Supervisor, Disinfecting Station.*—We are informed that this officer has to be on duty at night when crews are in quarantine and when passengers from Malaya and Burma have to be vaccinated. He is paid for such duties at the rate of Rs. 2 a night. We have no objection to this payment.

699. *Night work allowance to 3 Latrine Labourers.*—This allowance of Rs. 5 each per mensem is paid for extra work done during the night. We have no objection to its continuance.

700. *Allowance to Dispensary Orderly, Talaimannar Hospital Rs. 90 per annum.*—This allowance is paid on account of the extra hours of duty put in by this Orderly in attendance on the Port Health Officer, Talaimannar, who visits the Ferry Boat in the mornings and evenings. We consider that an allowance of Rs. 60 per annum a sufficient remuneration for these duties and recommend that it be reduced accordingly with the next change of Orderly.

701. In making the recommendations contained in this Chapter we have proceeded on the basis that the Department will continue to be as important as it was prior to the recent developments which affected recruitment of labour from India. Should the organization be considerably reduced in size and importance as a result of any change in the policy of immigration of labour from India, the salaries we have assigned to the various grades and posts of this Department will require revision.

CHAPTER LXVII.

HEAD 59.—MEDICAL AND SANITARY SERVICES.

702. *Medical Officers, Grade I. and Grade II.*—The salary history of Medical Officers is contained in Chapter XXVIII. of Sessional Paper I. of 1930. The salaries assigned to Medical Officers in the revisions of 1905, 1912 and 1922 were.—

		1905 Revision.	
Medical Officers :		Rs.	
Grade I.	3,600—360—5,400
Grade II.	1,800—240—3,000
Grade III.	1,200—120—1,800
		1912 Revision.	
Medical Officers :		Rs.	
Grade I.	3,600—360—5,400
Grade II.	2,040—240—3,000
Grade III.	1,800 after one year's probation on Rs. 1,500
		1922 Revision.	
Medical Officers :		Rs.	
Grade I.	£480—30—600
Grade II.	£200—25—450
Probationers	£180

703. These salaries are lower than the scales of scientific and engineering officers of Government; this disparity the 1926 Salaries Committee attributed to 3 causes.—

- (a) For many years it had been unnecessary to recruit officers from abroad.
- (b) The theory had been that Medical Officers were professional men who were not debarred from the general exercise of their profession, but who were retained by Government on a scale of pensionable salary which offered defined and secure prospects.
- (c) Previous revisions of their salaries had not represented any marked departure from the traditional position.

704. On March 22, 1934, the State Council accepted the following report of the Executive Committee of Health which contained a scheme of appointment of Honorary Staff to hospitals.—

“ The question of the appointment of Honorary Staff to hospitals has been discussed at various meetings of the Executive Committee of Health since September, 1931. In this connection it was suggested that the scheme of honorary appointments must develop gradually starting from the bottom, and that as a first step the post of House Officerships at the important hospitals should not be filled by Government Medical Officers but by recently qualified medical men who subsequently may either enter Government Service, engage in private practice, or set out to fit themselves for appointments to the future honorary staff.

“ (2) In a memorandum dated July 13, 1931, to the Executive Committee of Health the Director of Medical and Sanitary Services detailed the following reasons for making these House Officerships honorary appointments.—

‘ Until recently the department absorbed the majority of the best medical men in Ceylon and the public have depended very largely on Government Medical Officers when skilled medical or surgical attention has been required. Conditions, however, are changing and as time passes the private medical practitioner is likely to take a much greater share in meeting the medical requirements of the Island than he has in the past. Recently owing to the temporary suspension of recruitment for the Department a number of highly qualified young doctors who would otherwise have joined Government Service have entered into private practice. It can with confidence be stated that there is considerable scope for private practice in Ceylon and that this is a case in which the demand will increase with the supply, particularly, if the supply be of good

quality. It is in the interests of the country that this natural development should be encouraged and that certain ordinary facilities which exist in England but are lacking in Ceylon should be provided. Before starting in private practice most young doctors in England hold one or more house appointments in a large hospital in order to gain experience. In Ceylon only officers in Government Service can hold such appointments, but it would not be difficult to introduce the English system and arrange that the House Officers' posts at the General Hospital should be made honorary and be open to recently qualified men from the Ceylon Medical College irrespective of whether they intend subsequently to join the Department or engage in private practice.'

" (3) The Executive Committee of Health at a meeting held on February 15, 1934, approved the proposal that in future the post of House Officers in hospitals should not be filled by Medical Officers, but by Honorary House Officers who are not members of the permanent establishment, who would be provided with quarters and would receive a subsistence allowance of about Rs. 1,800 per annum. The Honorary House Officers would be persons who had recently acquired medical qualifications; they would normally be employed for some two years and would not necessarily be placed on the permanent establishment on completion of this period.

" (4) The proposal is an economical one as it will reduce the permanent-pensionable establishment of Medical Officers to a great extent.

" (5) The Scheme outlined in paragraph (3) will be brought into force only when the ten acting Medical Officers who were discontinued on December 31, 1930, and three post-licentiate scholars have been offered permanent appointments in the Department.

" (6) It is requested that the report be approved by the State Council in accordance with Article 46 (1) of the Ceylon (State Council) Order in Council, 1931."

705. At the time the above report was presented to the State Council the following report was also presented.—

" On January 28, 1932, the State Council approved the report of the Executive Committee of Health regarding the amalgamation of the junior grades of the Medical and Sanitary branches of the Department of Medical and Sanitary Services. In accordance with that decision the recruitment to the grade of Medical Officer of Health will not take place in future and this grade will in course of time disappear. Medical Officers will be eligible to hold public health posts and when so employed will be granted certain allowances, which at present are 25 per cent. of the salary, to compensate for the loss of private practice, and if the officer possesses a Diploma in Public Health, a D.P.H. allowance at the rate of £50 a year.

"(2) The Director of Medical and Sanitary Services recommends—

(a) That in future the salary of the grade of Medical Officer should be a full-time salary equal to that provided for scientific and technically qualified officers in other Government Departments. The officers recruited would be whole-time officers and would not have a right to private practice.

(b) That such officers should be allowed private practice only when it is necessary in the public interest or under special circumstances, viz.—

(i.) In rural districts where no other doctor is available.

(ii.) In towns, officers of the Department holding senior clinical appointments such as physicians and surgeons to the larger hospitals, and district medical officers should be permitted to engage in consulting practice, but such consulting practice should be very strictly limited to cases in which a private doctor wishes to obtain the opinion or assistance of the Government Medical Officer.

- (iii.) Private practice under the Medical Wants Ordinance.
- (iv.) Judicial fees for medico-legal work should continue to be paid as at present.
- (v.) Specialist officers such as Ophthalmic Surgeons, the Medical Officer of the Anti-Tuberculosis Institute, and the Radiologist should be allowed private practice in their own specialities, since they will usually be the best qualified and most experienced practitioners available to the public in their special subjects.

“(3) The Executive Committee of Health having considered the recommendations of the Director of Medical and Sanitary Services referred to in the preceding paragraph agrees with him that the employment of future entrants to the Department on a whole-time basis and the restriction of private practice set out above will tend to reduce the permanent establishment of medical officers in Government Service and will improve the conditions of private practice of doctors not in Government Service. Further, it should remove the element of competition which at present exists between the private medical practitioner and the Government medical officer in many parts of the Island.

“(4) It is requested that the recommendations in paragraph 2 above be approved by the State Council in accordance with Article 46 (1) of the Ceylon (State Council) Order in Council, 1931 ”.

706. When the Select Committee on Salaries and Cadres had under review the salaries of Medical Officers, the State Council had not considered the report reproduced in the previous paragraph. Consequently that Committee suggested two alternative sets of scales, one based on the supposition that Medical Officers would continue to be part-time officers entitled to private practice, or to an allowance in lieu of private practice; the other founded on the assumption that future Medical Officers would be full-time officers, not entitled to private practice, and allowed private practice only in the circumstances stated in the Report quoted above. These scales were.—

<i>Part-time Scales :</i>	
Grade I. ..	Rs. 6,720—8,400
	4 of 420
	Rs. 3,000—6,300
Grade II. ..	11 of 300
Honorary House Officers	Rs. 1,800 (2 years)
 <i>Full-time Scales :</i>	
Grade I. ..	Rs. 8,160—9,600
	3 of 480
	Rs. 4,200—7,800
Grade II. ..	10 of 360
Honorary House Officers	Rs. 1,800 (2 years)

(*Vide* paragraphs 525 and 526 of Sessional Paper VIII. of 1934.)

707. The recommendations contained in Sessional Paper VIII. of 1934 were accepted by the State Council on May 25, 1934. On June 12, 1934, the State Council accepted the report quoted in paragraph 4 above (*vide* item 27 of the minutes of the meeting of the Council held on that day). The “ full-time ” scales thus became the sanctioned scales for new entrant grade Medical Officers.

708. The only action so far taken on the report of the Executive Committee of Health accepted by the State Council on March 22, 1934 has been the appointment of a few Honorary House Officers to certain hospitals in Colombo. We hope the Department will keep in view the policy underlying that report.

709. When the scheme of recruitment on a whole-time basis was drawn up the intention was to reduce the permanent establishment of Medical Officers in Government Service, to improve the conditions of private practice of doctors not

in Government Service, and to remove the element of competition which at present exists between the private medical practitioner and the Government Medical Officer in many parts of the Island. As far as we can judge, the new scheme has not resulted in any appreciable reduction of the permanent establishment. In the absence of facts and figures, which we have not attempted to collect we are unable to say to what extent an improvement in the conditions of private practice of doctors not in Government Service has been effected, and to what extent the competition between them and Government doctors has been eliminated. As the time that has elapsed between the introduction of this scheme and now is too short to judge of its effects, we do not propose at this stage to recommend any alteration. We trust the Government will carefully watch the effect of this scheme, and if it proves a failure will make the necessary changes.

710. We now propose the following scales of salary for New-Entrant Medical Officers.—

Honorary House Officers	Rs. 1,800 per annum
	Rs. 3,300—6,600
Medical Officers, Grade II.	9 of 180, 7 of 240 (E.B. before 5,180)
	Rs. 6,960—8,400
Medical Officers, Grade I.	6 of 240

These salaries maintain the existing position relative to the salaries we have assigned to engineering and scientific grades of the Public Service.

711. *Cadres of Grades I. and II.*—The Select Committee on Salaries and Cadres in paragraph 284 of Sessional Paper XXVIII. of 1935 stated.—

“ It is, therefore, necessary to decide whether the scales of Grades I. and II. shall be compounded into a single time scale, and if not, what shall be the number of posts in each of Grades I. and II. We have discussed this question at considerable length with the Director of Medical and Sanitary Services, who adheres to the view that the two scales should be compounded into a single-time scale. We regret that we are unable to agree with that opinion. In view of the comparatively short length of the scales assigned in Sessional Paper VIII. of 1934 to Grade Medical Officers (aggregating 2 + 11 + 4 = 17 years) it would be reasonable to adjust the cadres of Grades I. and II. in such a manner that an officer will normally remain on the maximum salary of Grade II. (Rs. 7,800) for about 4 years. The ratio of Grade I. to Grade II. should be approximately 3 to 4, in order that the normal period on the maximum salary of Grade II. (Rs. 7,800) should be about 4 years. We propose the following cadres for Grades I. and II. based upon this ratio 3 to 4:—

Grade I.	..	135
Grade II.	..	182

In our scheme we have assigned to Medical Officers longer time scales than in the Sessional Paper VIII. of 1934 Scheme. It is therefore no longer necessary to retain a ratio of 3 : 4 between Grades I. and II. We recommend that under our Scheme the number of posts in Grades I. and II. should be regulated by the ratio 2 : 5. With this ratio we feel confident that an efficient Medical Officer will receive promotion to Grade I. without undue stagnation on the maximum of Grade II. No Medical Officer, Grade II., should, however, be promoted to Grade I. until he has at least passed the Efficiency Bar before Rs. 5,160.

712. We have received a representation that.—

“ In towns, officers of the Department holding senior clinical appointments such as physicians and surgeons to the larger hospitals, and district medical officers should be permitted to engage in consulting practice, but such consulting practice should be very strictly limited to cases in which a private doctor wishes to obtain the opinion or assistance of the Government medical officer.”

and that the condition quoted above in paragraph 705 (2) (b) (ii.) of this report should be amended by the deletion of “ but such consulting practice should be

very strictly limited to cases in which a private doctor wishes to obtain the opinion or assistance of the Government medical officer" and that the Medical Officers in question should be permitted to see a patient in their rooms or be called in by another Medical Officer. The reason advanced was that unless this was done new-entrant Medical Officers would be reluctant to proceed to England to obtain higher professional qualifications.

The grant of this concession would result in new-entrant Medical Officers, who are full time officers, acquiring almost the same right to private practice as is now enjoyed by part-time Medical Officers. We would raise no objection to the grant of this concession provided it would not, in any way, interfere with the normal duties, including hospital work, of the officers in question. This is, however, a matter of policy which we must leave to the competent authority to decide.

713. *Supra-Grade Appointments.*—Above the Grade appointments there are at present a number of posts carrying salaries higher than those obtaining for Grade Medical Officers. These posts, which for convenience will be referred to as "Supra-Grade appointments", are:—

The Director of Medical and Sanitary Services	..	1
Assistant Directors	..	2
Director, Bacteriological Institute	..	1
Medical Superintendents	..	5
Provincial Surgeons	..	9
Senior Medical Officers	..	2
Senior Medical Officers of Health	..	1
Inspecting Medical Officers	..	3
Superintendent, Anti-Malaria Campaign	..	1
Medical Officer in Charge, Tuberculosis Institute, Colombo	..	1
Superintendent and Quarantine Medical Officer	..	1
Medical Entomologist	..	1
		28

Of these, under the recommendations contained in paragraph 532 of Sessional Paper VIII. of 1934, the post of Medical Officer in Charge, Tuberculosis Institute, Colombo, will be filled by a Grade Medical Officer. In paragraph 871 of Part I. of our Report we have proposed the suppression of the 9 posts of Provincial Surgeon and the creation in lieu of 6 posts of Medical Superintendent carrying the same scale of pay as that of a Provincial Surgeon. We have also proposed in paragraph 872 of the same Report the suppression of the three posts of Inspecting Medical Officer. The Supra-Grade appointments will thus be reduced from 28 to 21, but will be increased to 22 when the recommendation in paragraph 717 of this Report that the post of Judicial Medical Officer, Colombo, should be a Supra-Grade appointment is approved.

714. The Select Committee on Salaries and Cadres allocated the majority of the Supra-Grade appointments, other than the head office posts and the posts of Medical Superintendents, General Hospital, and Lunatic Asylum, to two supra time scale grades—

	Rs. 10,800—13,800
Special Grade A (11 posts) on	5 of 600
	Rs. 9,600—12,600
Special Grade B (11 posts) on	5 of 600
(Vide paragraph 529 of Sessional Paper VIII. of 1934.)	

715. In paragraph 874 of Part I. of our Report we stated:

"*Grading of the posts of Superintendent.*—It will be noticed that, with the addition of the 6 posts of Medical Superintendent recommended in this report, there will be 11 Superintendents' posts in the Estimates on 4 different scales of salary. Moreover, the posts at Kandy and Galle will be on a lower scale of salary than at other outstations. It would be convenient for administration to have a service transferable within its ranks, except where specialist knowledge is required. It is also desirable that posts at the more

important hospitals should carry a higher salary, if at all, than others. We shall, therefore, consider a scheme of grading these posts with appropriate salary scales in connection with our report on Salaries, Allowances, &c. It will also have to be considered later whether the posts of 3 Senior Medical Officers at the Head Office on the same salary scale as for Provincial Surgeons could not be included in this scheme to enable the transfer to other posts of officers whose usefulness at Headquarters might have declined, and also to give an opportunity to others to take their places. When there is a large number of officers drawing the same or similar salaries and performing duties which are interchangeable, it is obviously more advantageous to appoint them to a particular class and grade, as we have proposed for the Judicial Service, than to specific posts."

716. We consider that the following Supra-Grade appointments should comprise a Special Grade of Medical Officer on the salary scale Rs. 9,600—6 of 300—11,400:—

Medical Superintendent, Leper Asylum	..	..	1
Medical Superintendent, Kandy	..	..	1
Medical Superintendent, Galle	..	..	1
Medical Superintendents of the larger hospitals	..	..	6
Director, Bacteriological Institute	..	..	1
Senior Medical Officers	..	..	2
Senior Medical Officer of Health	..	..	1
Superintendent, Anti-Malaria Campaign	..	..	1
Medical Entomologist	..	..	1
Judicial Medical Officer, Colombo	..	..	1
* Superintendent and Quarantine Medical Officer, Mandapam Camp	..	..	1
			17

The salary of Rs. 9,600—11,400 which we have assigned to this grade is appropriate relative to the salaries we have assigned to comparable posts and grades of the Public Service.

717. *Judicial Medical Officer, Colombo.*—It will be observed that we have included among Supra-Grade appointments the post of Judicial Medical Officer, Colombo. This post is at present filled by a Grade Medical Officer whose remuneration consists of his grade salary, fees as Judicial Medical Officer, lecture fees paid out of voted expenditure as Lecturer in Forensic Medicine at the Medical College, and fees from private parties in his own speciality.

We intend that the officer appointed under our scheme should draw his Supra-Grade salary only: he will of course draw no fees as Judicial Medical Officer. Fees for lectures in Forensic Medicine will cease to be paid under the recommendation contained in paragraph 795 of this Report. The undertaking of private work and the fees therefor should be regulated by the relevant Public Service and Financial Regulations on the subject.

718. *Director of Medical and Sanitary Services; Assistant Directors (2); Medical Superintendent, General Hospital; and Medical Superintendent, Lunatic Asylum.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are—

	Pre-Sessional Paper VIII. of 1934 scales. £.	Sessional Paper VIII. of 1934 scales. Rs.
Director of Medical and Sanitary Services	1,600—1,750 3 of 50	18,000—19,800 2 of 900
Assistant Directors	1,050—1,300 5 of 50	13,200—15,600 4 of 600
Medical Superintendent, General Hospital	900—1,150 5 of 50	11,400—14,400 5 of 600
Medical Superintendent, Lunatic Asylum, Angoda	900—1,100 4 of 50	10,200—13,800 6 of 600

* Provision for this post appears under the Head : Quarantine.

To these posts we assign the following scales of salary, which bear an appropriate relation to the scales assigned by us to the Special Grade of Medical Officer and to the scales proposed by us for comparable posts in other departments:—

	Rs.
Director of Medical and Sanitary Services	18,000
Assistant Directors	10,560—13,800
	9 of 360
Superintendent, General Hospital	10,200—12,000
	5 of 360
Superintendent, Lunatic Asylum	9,600—11,700
	7 of 300

719. *Medical Officer in Charge, Tuberculosis Institute, Colombo; Radiologist; Medical Officer in Charge, Dental Institute, Colombo.*—These posts will in future be filled by Grade Medical Officers—*vide* paragraphs 532 and 566 of Sessional Paper VIII. of 1934.

720. *Research Assistant in Entomology.*—The present salary of this post is Rs. 2,700/3,200—200—6,000. We assign to this post the following salary scale :

Rs. 2,400—5 of 120—3,000
Efficiency Bar
Rs. 3,300—15 of 180—6,000

721. *Sanitary Engineer.*—The pre-Sessional Paper VIII. of 1934 scale of this post is £500—30 and 40—1,200 (3 years halt on £960). The Sessional Paper VIII. of 1934 scale is Rs. 6,840—10 of 884, 2 of 420, 6 of 480—14,400 (3 years' halt on Rs. 11,520). This scale is a combination of the salary scales of District Engineers and Provincial Engineers of the Public Works Department. We maintain the same relative salary position and assign to this post the scale Rs. 6,240—15 of 240 and 6 of 360—12,000 (efficiency bars before Rs. 8,400 and Rs. 9,840: three years' halt on Rs. 9,600).

722. *Assistant Sanitary Engineers.*—We assign to this grade the salary scale Rs. 3,300—15 of 180—6,000 (efficiency bar before Rs. 4,560) which is the same as that assigned by us to Assistant Engineers, Grade I., of the Public Works Department. This scale is applicable only to Assistant Sanitary Engineers possessing full professional qualifications. If a person of lower qualifications is appointed to be an Assistant Sanitary Engineer he should be placed on the salary scale Rs. 3,150—11 of 150—4,800 (efficiency bar before Rs. 3,900) which is that assigned by us to Assistant Engineers, Grade II., of the Public Works Department.

723. *Superintendent and Chief Medical Storekeeper.*—The pre-Sessional Paper VIII. of 1934 scale of this post is £500—30—800. For reasons stated in paragraph 562 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres assigned to this post the salary scale Rs. 6,000—300—8,400. We assign to this post the salary scale Rs. 5,400—10 of 240—7,800 which is appropriate relative to the salaries we have proposed for comparable posts.

724. *Assistant Superintendent, Civil Medical Stores.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this post are £300—25—500 and Rs. 3,000—240—5,400 respectively. We assign to this post the salary scale Rs. 2,700—14 of 150—4,800 which we consider adequate for the duties and responsibilities of this post.

725. *Opium Storekeeper*—(Rs. 3,000—240—4,200).—The duties of the post of Opium Storekeeper will in future be attended to by an Apothecary on his substantive salary plus a non-pensionable allowance. It is therefore unnecessary to fix a salary for this post. The non-pensionable allowance should not exceed Rs. 40 per mensem.

726. *Nursing Staff*.—The pre-Sessional Paper VIII. of 1934 scales of the Nursing Staff are—

Recruited through the Overseas Nursing Association—

Matron 1 at £224—12—284.
 Matrons (others) at £200—12—260.
 Assistant Matron 1 at £130—10—180.
 Sister 1 at £160—10—200.
 Sisters, others at £110—10—160.
 Sister Tutor £200—12—260.
 Sister X'ray Electrical Branch, General Hospital: £110—10—160.
 Ceylonese Sisters trained in England: Rs. 900—6 of 60, 6 of 90—1,800.
 Religious Mothers at Rs. 1,500—90—2,400.
 Religious Sisters at Rs. 1,200—30—1,350.

Ceylonese—

Relieving Sisters Rs. 1,260—90—1,800.
 Public Health Nurses; Nurses, Dental Clinics; Matrons: Rs. 840—60—1,260.
 Nurses: Rs. 600—60—840.
 Pupil Nurses: Rs. 360—60—480.

The Select Committee on Salaries and Cadres in Sessional Paper VIII. of 1934 did not propose salaries for the Nursing Staff recruited through the Overseas Nursing Association. The rupee salaries provided in the Estimates for some of this staff are the salaries proposed in Sessional Paper XII. of 1932.

As regards the Religious Mothers and Sisters, that Committee noted that the Religious Orders which supply the Sisters had accepted the salary scales proposed in Sessional Paper XII. of 1932.

In the case of Ceylonese Matrons and Nurses the Committee retained the existing salaries for reasons given in paragraph 536 of Sessional Paper VIII. of 1934.

When the Select Committee considered the cadre of the Nursing Staff, it proposed revised salary scales for the Ceylonese Nursing Staff. The Committee's scheme and the reasons for this revision are contained in the following extract from Sessional Paper XXVIII. of 1935:—

“ The Commission proposed in paragraph 248 of Sessional Paper XVI. of 1932 that the number of Religious Nursing Sisters should be increased, and the number of Overseas Nursing Association staff correspondingly reduced. We understand that the policy of the Executive Committee for Health is gradually to replace both the Overseas Nursing Association staff and the Religious nursing staff by Ceylonese officers. We are informed that a better type of candidate is now available for the nursing profession than formerly. Moreover, a Training Home for Nurses is to be built in Colombo, which will accommodate about 112 nurses, and which will be equipped to provide training not at present obtainable in Ceylon. The course of instruction will extend over 4 years, so that when the Home is in full working order, it will produce some 28 qualified nurses a year. It is not possible to state at present whether or not all these nurses will be required for the Government Service; if the replacement of European staff by Ceylonese staff is to take place at a rapid rate, probably all the nurses trained by the Home will be required for the Government Service. However, we are of opinion that entrants to the Home should be informed that the Government does not guarantee that they will be employed in the Government Service after the completion of their training.

We anticipate that the Overseas nursing staff will gradually be replaced by Ceylonese officers, in accordance with the policy of the Executive Committee for Health referred to above.

In Sessional Paper VIII. of 1934 we assigned the salary scale Rs. 900—6 of 60 and 6 of 90—1,800 to a group of 6 Ceylonese sisters who have been trained in England. We understand that these sisters have a better general education and are more highly qualified than the main group of Ceylonese nurses and matrons. It is this better educated and trained type of officer which will in

future replace the European nursing staff. It will not, however, be necessary for all nurses of this type to be trained in England, since the Home referred to above will be equipped to supply training which can now only be obtained in Europe. Our attention has been drawn to the fact that in Sessional Paper VIII. of 1934 no salary scales were provided for officers of this higher type during the Pupil Nurse and Matron stages.

It appears to be necessary to provide salary scales for officers of this type, from the Pupil Nurse stage up to the Matron stage, for new entrants to the Public Service. We therefore propose that the future Ceylonese nursing staff should fall into two divisions; Grade I. consisting of the better educated and better qualified type of officer; and Grade II. consisting of the type now recruited to the grade of Ceylonese nurse and Ceylonese matron. The salaries which we propose for new entrants to these two groups are—

Grade I.	{	Matrons, Rs. 2,160—4 of 135—2,700
		Sisters, Rs. 900—6 of 60 & 6 of 90—1,800
		Nurses, Rs. 720—2 of 60—840
		Pupil Nurses, Rs. 420—3 of 60—600
Grade II.	{	Matrons, Rs. 840—7 of 60—1,260
		Nurses, Rs. 600—4 of 60—840
		Pupil Nurses, Rs. 360—2 of 60—480.”

We understand that the scheme the Department has in view at present is to have one training class for all nurses and later to select a few of those nurses who do well at the final examination and to give them a further training for one and a half years with a view to their appointment as Ceylonese Sisters.

This scheme fundamentally differs from the scheme proposed by the Select Committee on Salaries and Cadres. It is therefore necessary to fix salary scales for the Ceylonese Nursing Service in the light of the new scheme.

727. *Nurses recruited through the Overseas Nursing Association.*—These nurses will ultimately be replaced by Ceylonese Sisters. It is therefore unnecessary to fix salaries for them.

728. *Religious Mothers and Sisters.*—New entrant Religious Sisters are now recruited on the salary scales proposed in Sessional Paper XII. of 1932. These salaries are:—

Mothers	..	..	..	Rs. 1,200—72—1,920
Sisters	..	..	..	Rs. 960—24—1,080

In August last the Minister of Health, with Treasury approval, made arrangements for a Religious Order to take over the nursing of the Jaffna Hospital on the following rates of remuneration:—

Mother Superior	..	..	..	Rs. 840—60—1,260
Sisters	..	..	..	Rs. 600—60—840
Diet allowance of	..	..	..	Rs. 1.50 per diem
Washing allowance of	..	..	..	Rs. 30 per annum
Uniform allowance of	..	..	..	Rs. 100 per annum

These salaries and the diet and washing allowances are the same as those obtaining for Ceylonese Matrons and Nurses. Ceylonese Matrons and Nurses do not receive a uniform allowance but are supplied with free uniforms and given a shoe allowance of Rs. 10 per annum.

In this connection the Minister of Health proposed that in future all recruits to fill vacancies in the cadre of Religious Nursing Sisters and Mothers should be placed on the above rates of remuneration, but the proposal does not appear to have been pursued. We recommend that in future Religious Mothers and Sisters should be paid the same scales of salary as obtaining for Ceylonese Matrons and Nurses and given the same diet and washing allowances. They may, however, be paid a higher uniform allowance. Our recommendation in regard to the uniform allowance of Religious Mothers and Sisters is contained in paragraph 784 of this Report.

729. *Ceylonese Nursing Staff.*—When we considered the cadre of this department the Director of Medical and Sanitary Services agreed that the allowances paid to Nurses-in-training should be as follows:

First year .. .. .	..	..	Rs. 10 per mensem
Second year.. .. .	..	..	Rs. 15 per mensem
Third year .. .. .	..	..	Rs. 20 per mensem

After training these nurses will be appointed to the grade of Nurse. It is therefore unnecessary to propose a salary scale for Pupil Nurses. For nurses we propose the following scales of salary:

Nurses .. .. .	..	..	Rs. 480—12 of 30—840
Matrons .. .. .	..	..	Rs. 840—10 of 36—1,200
Public Health Nurses, Nurses, Dental Clinics .. .. .	..	..	Rs. 600—8 of 30, 10 of 36—1,200
Relieving Sister .. .. .	..	..	Rs. 1,200—5 of 60—1,500

730. *Ceylonese Sisters.*—For this grade we propose the following rates of remuneration:—

During the period of post-graduate training—allowance of Rs. 30 per mensem.

On appointment as Sister—Rs. 840—10 of 36, 5 of 60—1,500 (efficiency bar before Rs. 1,260).

731. *Stipend Pupil Midwives.*—The present remuneration is Rs. 240 per annum. We propose no change in this rate.

732. *Apothecaries.*—The pre-Sessional Paper VIII. of 1934 salary scale of Apothecaries are:—

Special Class .. .. .	..	..	Rs. 2,400
Class I. .. .. .	..	..	Rs. 1,800—3 of 120—2,160
Class II. .. .. .	..	..	Rs. 720—6 of 100, 3 of 120—1,680 (Efficiency Bars before Rs. 1,120 and Rs. 1,440).

The Select Committee on Salaries and Cadres stated in paragraph 533 of Sessional Paper VIII. of 1934:—

“An Apothecary has to spend 2 or 3 years in specialist training, before he is qualified for appointment. After a few years’ service under a Medical Officer he is put in charge of a dispensary. An intelligent and reliable type of man is required for this work. We do not think any scales lower than the present scales would attract suitable men.”

and retained for new entrant Apothecaries the existing scales of salary.

We assign to Apothecaries the following scales of salary:

Class I.:			
Grade I. .. .. .	..	..	Rs. 2,160—3 of 60—2,340
Grade II. .. .. .	..	..	Rs. 900—10 of 48, 12 of 60—2,100 (Efficiency Bar before Rs. 1,560)
Class II.:			
Grade I. .. .. .	..	..	Rs. 1,296—9 of 36—1,620
Grade II. .. .. .	..	..	Rs. 540—24 of 30—1,260 (Efficiency Bar before Rs. 900)

We have made only a nominal cut in the existing salaries of Apothecaries. We have thereby disturbed somewhat the existing position relative to the salaries of other middle grades of the Public Service but we consider that the salaries we propose are not excessive for this grade.

In our scheme we recommend—

- (i) that the number in Class I., Grade I., should be one-fourth the number in Class I., Grade II.;
- (ii) that the number in Class II. should be three times the number in Class I., Grade II.; and

(iii.) that the number in Class II., Grade I., should be one-fourth the number in Grade II.

All recruitment should in the future be to Class II., Grade II. Apothecaries in Class II., Grade II., with not less than 8 years' service and under 35 years of age should be eligible by a competitive test for promotion to vacancies in Class I., Grade II. The Director of Medical and Sanitary Services should, in consultation with the Treasury and the Deputy Chief Secretary, settle the details of this scheme.

733. *Sanitary Assistants.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of this grade are:—

	Pre-Sessional Paper VIII. of 1934 Scale. Rs.	Sessional Paper VIII. of 1934 Scale. Rs.
Class I. ..	1,620—2,420	1,380—2,052
	8 of 100 (Efficiency Bar before Rs. 2,020) 720—1,520	8 of 84 (Efficiency Bar before Rs. 1,716) 600—1,320
Class II. ..	10 of 80 (Efficiency Bar before Rs. 1,200)	12 of 60 (Efficiency Bar before Rs. 1,020)

We assign to this grade the following scales of salary:—

	Rs.
Class I. ..	1,320—10 of 48—1,800
Class II. ..	480—26 of 30—1,260 (Efficiency Bar before Rs. 900)

The number in Grade I. should be one-third the number in Grade II. No Sanitary Assistant should be eligible for promotion to Grade I. until he has, at least, passed the efficiency bar before Rs. 900.

734. *Entomological Assistants.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of this grade are:—

Pre-Sessional Paper VIII. of 1934 Scale. Rs.	Sessional Paper VIII. of 1934 Scale. Rs.
720—2,420	720—2,052
10 of 80, 9 of 100 (Efficiency Bars before Rs. 1,200 and Rs. 2,020)	11 of 60, 8 of 84 (Efficiency Bars before Rs. 1,260 and Rs. 1,716)

We propose for this grade the same scheme as we have proposed for Sanitary Assistants.

735. *Laboratory Assistants.*—We have dealt with this grade in a separate Chapter.

736. *X-Ray Assistants, General Hospital.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of X-Ray Assistants are Rs. 1,200—120—3,600 and Rs. 960—96—2,880 respectively. The duties of X-Ray Assistants are simple in character and the responsibilities are no greater than those of the majority of Laboratory Assistants, Grade II. We therefore assign to this grade the same salary scale as we have assigned to Laboratory Assistants, Grade II., viz., Rs. 600—24 of 30, 10 of 36—1,680.

737. *X-Ray Technicians.*—The present scale of these employees is the Sessional Paper VIII. of 1934 scale of X-Ray Assistants, General Hospital. We assign to them the same scale as we have assigned to X-Ray Assistants.

738. *Hospital Stewards, Hospital Stores Clerks, Hospital Admitting Clerks.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these grades are:—

	Pre-Sessional Paper VIII. of 1934 scale. Rs.	Sessional Paper VIII. of 1934 scale. Rs.
<i>Hospital Stewards.</i> —		
Special Class, 3 at ..	1,440—1,920 5 of 96 1,200—1,440	1,260—1,620 6 of 60 1,008—1,200
Class I. 6 at ..	5 of 48 480—1,200	4 of 48 480—960
Class II. 36 at ..	15 of 48 (Efficiency Bars before Rs. 768 and Rs. 1,008)	16 of 30 (Efficiency Bars before Rs. 660 and Rs. 840)
<i>Hospital Stores Clerks.</i> —		
4 at ..	480—1,200 15 of 48	480—1,200 24 of 30 (Efficiency Bars before Rs. 660, 840 and Rs. 1,020)
<i>Hospital Admitting Clerks.</i> —		
7 at ..	480—1,200 15 of 48	480—1,200 24 of 30 (Efficiency Bars before Rs. 660, 840 and Rs. 1,020)
3 at ..	420—600 5 of 36	

739. In paragraph 880 of Part I. of our Report we stated:—

“*Hospital Stewards, &c.*—The 1938-39 Estimates provide for:—

Hospital Stewards ..	..	..	45
Hospital Stores Clerks ..	..	..	4
Hospital Admitting Clerks ..	..	..	10

It was represented to us that from an administrative point of view it would be desirable to have a scheme for Hospital Stewards which would permit of their transfer to other posts similarly graded or carrying similar salaries. We should like to collect grades of similar standing in this as well as in other departments and consider whether a scheme common to all cannot be framed. We shall consider in this connection whether all these posts may not be filled with advantage by officers of the General Clerical Service. This matter will be dealt with in a later report.”

We have carefully considered the possibility of filling all these posts by clerks who will be recruited to the General Clerical Class of the reconstructed General Clerical Service. There are two objections to this course:—

- The conversion of these 59 posts to General Clerical Class posts will be more costly.
- The duty hours of these employees are longer than the duty hours of members of the General Clerical Service: this might be put forward as a claim for additional remuneration.

We therefore consider that these three grades should in future form a separate service of Hospital Clerks on the following scales of salary:—

Grade I. ..	..	Rs. 1,296—9 of 36—1,620
Grade II. ..	..	Rs. 990—9 of 30—1,260
Grade III. ..	..	Rs. 480—16 of 30—960

(Efficiency bars Before Rs. 660 and Rs. 840)

Recruitment to this Service and promotion from grade to grade should be on the same principles as are decided for the departmental clerical services. The

number in Grade I. should be one-fourth the number in Grade II., and the number in Grade II. one-third the number in Grade III. Admitting Clerks now on the scale Rs. 420—30—600 should not be transferred to the above scales unless they possess the minimum educational qualifications required of entrants to Grade II. The Director of Medical and Sanitary Services should, in consultation with the Treasury and the Deputy Chief Secretary, settle the details of this scheme.

740. *Head Overseer, Sanitary Engineering Division.*—The pre-Sessional Paper VIII. of 1934 salary scale of this post is Rs. 1,200—60—1,500, and the Sessional Paper VIII. of 1934 scale is Rs. 1,020—30—1,320. We assign to this post the salary scale Rs. 720—14 of 30—1,140, which is a segment of our salary scale for Sub-Inspectors of the Public Works Department.

741. *Kitchen Stewardesses.*—(Rs. 1,200).—Provision exists in the Estimates for 1938-39 for 3 posts of Kitchen Stewardess on a salary of Rs. 1,200 per annum each. We observe that the draft Estimates for 1939-40 provide for 10 more posts on a salary of Rs. 600 per annum. We understand that Kitchen Stewardesses who are paid at Rs. 600 per annum will in addition be dieted. We do not consider this rate of remuneration excessive and recommend its retention.

742. *Draughtsmen.*—The Estimates for 1938-39 provide for four Draughtsmen on the salary scales:

3 at Rs. 900—120—2,820
1 at Rs. 720—108—2,448

These are the pre-Sessional Paper VIII. of 1934, and the Sessional Paper VIII. of 1934 salary scales of Clerks and Draughtsmen, Class II., of the Survey Department. We propose for these Draughtsmen the following scheme:

Class II : Grade II.	..	..	Rs. 480—26 of 30—1,260 (Efficiency Bar before Rs. 900)
Grade I.	..	..	Rs. 1,296—9 of 36—1,620
Class I.	..	..	Rs. 900—10 of 48, 15 of 60—2,280 (Efficiency Bar before Rs. 1,560)

The Director of Medical and Sanitary Services should, in consultation with the Treasury and the Deputy Chief Secretary, settle the scope of the examinations, if any, to be associated with the efficiency bars, the conditions governing promotion from grade to grade and class to class and the distribution of numbers among the various grades. (In a general service like this, such distribution cannot be laid down in advance: it should be fixed on an equitable basis).

743. *Survey Overseer (Rs. 480).*—We assign to this post the salary scale Rs. 360—12—480, the same as that we propose for Hospital Overseers, Grade II. We observe that this post appears year after year in the annual estimates without an appointment being made to it. Evidently there is no necessity for this post. We therefore recommend its deletion from the Estimates for 1940-41.

744. *Inspectors of Vaccination; Vaccinators, and Female Vaccinators.*—In paragraph 891 of Part I. of our Report we have recommended the abolition of these grades. It is unnecessary therefore to assign salaries to them.

745. *Opium Clerks.*—The Select Committee on Salaries and Cadres in paragraph 555 of Sessional Paper VIII. of 1934 stated:—

“ We understand that this grade will gradually disappear, because registered consumers of opium are decreasing in number and shortly none will remain. We consider it unnecessary to assign a scale to this grade. If it should be necessary to replace any opium clerks who retire, we think that they should be replaced by members of Class III. of the General Clerical Service. ”

We do not, therefore, assign a salary scale to this grade.

746. *Opium Sellers.*—Replacement of these officers will not be necessary—*vide* paragraph 557 of Sessional Paper VIII. of 1934. We do not, therefore, assign a salary scale to them.

747. *Supervisors, Civil Medical Stores.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of this grade are Rs. 720—10 of 30—1,020, and Rs. 600—20—900 respectively. We assign to this grade the salary scale Rs. 480—20 of 18—840.

748. *Carpenter Overseer, Civil Medical Stores.*—The Carpenter Overseer is on daily pay. Provision has been made for this officer in the Estimates for 1938-39 on the salary scale Rs. 1,032—36—1,500. We assign to this post the salary scale Rs. 720—14 of 30—1,140.

749. *Hospital Overseers.*—Hospital Overseers are at present paid different scales of salary:—

- (a) 1 Head Overseer, General Hospital: Rs. 660—24 and 12—720: Diet Allowance Rs. 180 per annum.
- (b) 1 Overseer, Paying Section, General Hospital: Rs. 450—15 and 24—600: Diet Allowance Rs. 180 per annum.
- (c) 1 Overseer, Lady Havelock Hospital: Rs. 500—24 and 12—584: Diet Allowance Rs. 90 per annum.
- (d) 1 Overseer, Infectious Diseases Hospital, Angoda: Rs. 400—24 and 6—532: Diet Allowance Rs. 90 per annum.
- (e) 1 Overseer, Lunatic Asylum, Angoda: Rs. 840 and diet.
- (f) 4 Overseers, Lunatic Asylum, Angoda: Rs. 480 and diet.
- (g) 3 Overseers, Lunatic Asylum, Angoda: Rs. 420 and diet.
- (h) 1 Overseer, Eye Hospital: Rs. 500—24 and 12—584 and diet.
- (i) 1 Overseer, Mantivu Lepar Asylum: Rs. 500—24 and 12—584 and diet.
- (j) 1 Overseer, Galle Hospital: Rs. 360—24 and 12—420 and diet.
- (k) 14 Overseers, other Hospitals: Rs. 400—24 and 6—502 and diet.

Some of these posts are separately itemised in the Estimates, and provision for the others appears in the "Wages of Minor Staff" item. With a view to facilitating transfers and providing an inducement for good work by prospects of promotion the Director of Medical and Sanitary Services has proposed a scheme of unification of Hospital Overseers: we agree to the unification and propose the following scheme.—

Hospital Overseers should form a separate service comprising three grades on the following scales of salary.—

Special Grade	3 posts on Rs. 600—24—720.
Grade I. . .	8 posts on Rs. 492—18—600.
Grade II. . .	18 posts on Rs. 360—12—480.

A diet allowance of Rs. 90 per annum should be paid to holders of all these posts unless they are dieted.

The Head Overseer and the Overseer, Paying Section, both of the General Hospital; the Overseer, Lady Havelock Hospital; the Senior Overseer, Lunatic Asylum; the present Overseer of the Eye Hospital; the Overseer, Mantivu Lepar Asylum; and five others specially selected, should occupy the Special Grade and Grade I. posts.

Special Grade and Grade I. posts should be pensionable: those in Grade II. should be non-pensionable.

750. *Drivers, Motor Ambulance, General Hospital.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are Rs. 600—30—720 and Rs. 480—24—600 respectively. We propose no change in the Sessional Paper VIII. of 1934 scale.

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751. *Clerks.*—There are now 2 clerks on the salary scale Rs. 600—60—1,500. We recommend that when the present holders retire these posts should be filled by members of the General Clerical Service.

752. *Microscopists*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts and the scales we propose are.—

	Pre-Sessional Paper VIII. of 1934 scales.	Sessional Paper VIII. of 1934 scales.	Proposed scales.
	Rs.	Rs.	Rs.
1 at ..	900—1,500	720—1,800	720—1,580
	60	108	10 of 30, 10 of 56 (E. BB. before 900 and 1,356)
Others at ..	480—1,080	480—960	480—960
	60	60	16 of 30 (E. B. before 780)

753. *Dispensars*.—The present salary scale of Dispensars is Rs. 480—60—720. We assign the scale Rs. 480—30—720.

MINOR STAFF.

754. *Minor Staff*.—Some of these employees are monthly paid and some daily-paid. The question of their remuneration will be dealt with by the Committee on Government daily-paid labour.

MALARIA CONTROL SCHEME.

755. *Overseer (temporary)*.—This employee is provided for on the salary scale Rs. 1,200—60—1,500, which is the scale of the Head Overseer, Sanitary Engineering Division. For the Head Overseer, Sanitary Engineering Division, we have proposed the scale Rs. 720—30—1,140. We assign the same scale to this post.

756. *Publicity Officer*.—An officer with press experience has been employed since 1937 on a remuneration of Rs. 6 a day to carry out publicity work in connection with the Malaria Control Scheme. In the Estimates for 1938-39 provision has been made for him on a fixed salary of Rs. 2,160 per annum. This salary represents payments for 360 days at Rs. 6 a day. We assign to this post a salary of Rs. 1,800 per annum.

757. *Motor Mechanic for Motor Van*.—The present salary of this post is Rs. 480 per annum. We propose no change in this salary.

ALLOWANCES.

758. We have carefully examined the allowances of this department and give below our recommendations as regards any items calling for comment.

759. *Fees to Lecturers, Malaria Control Scheme*.—Provision of Rs. 1,200 appears in the Estimates for 1938-39 under this item. The Director of Medical and Sanitary Services reports that no money from the vote has so far been utilized and he has no objection to its discontinuance. We recommend that this vote be deleted from the Estimates.

760. *House Allowances*.—The Director of Medical and Sanitary Services reports that no House Allowance is now paid to Itinerating Medical Officers on parangi duty (4 Officers at Rs. 600 per annum each) and to Assistant Inspecting Medical Officers of Estates (2 Officers at Rs. 600 per annum each). We recommend the deletion of these votes from the Estimates.

The allowance of Rs. 180 each to two Vaccinators stationed at Nuwara Eliya is paid in lieu of rent and Nuwara Eliya Station Allowances. This allowance may be retained for non-new entrant Vaccinators; but it should cease as soon as the vaccination work is transferred to the Public Health staff and the grade of Vaccinator is abolished (*vide* paragraph 881 of Part. I. of our Report).

With regard to the other officers who are in receipt of house allowances, we are informed that new-entrant Sanitary Assistants and Entomological Assistants and non-new entrants of these grades who occupy Government quarters and pay rent are allowed only Rs. 60 per annum as office allowances. In the case of the others the non-new entrants will continue to draw the allowances while new entrants will not be entitled to them.

761. *Special fixed allowances.*—The following are the allowances for which provision exists in the 1938-39 Estimates :

	Rs.
Pay Agent, Anuradhapura, Rs. 1,044 ; Pay Agent, Mannar, Rs. 684 ..	1,728
Boot allowance to Sanitary Assistants: 257 at Rs. 12 per annum ..	3,084
Boot allowance to Entomological Assistants: 16 at Rs. 12 per annum each ..	192
Allowance to Clinical Photographer, General Hospital ..	300
Special allowance to—	
Port Surgeon, Talaimannar ..	750
Operating Theatre Nurse, Lady Havelock Hospital ..	120
Special allowance to—	
Medical Officer, Jaffna, for visiting Jaffna Training School ..	480
Medical Officer for visiting Government Training College ..	1,200
Apothecary, Talaimannar ..	120
D. P. H. Allowance to 14 Medical Officers employed in Public Health posts at £50 each ..	10,500
Four Lady Doctors at Rs. 1,800 each ..	7,200
Allowance to 4 Medical Officers employed in minor specialist posts at £50 per annum each ..	3,000
	28,674

762. *Allowance to Pay Agents.*—The Pay Agent at Anuradhapura was, until recently, paid Rs. 1,044 per annum and the Pay Agent at Mannar Rs. 684 per annum. The services of these Pay Agents have been discontinued and the provision for these allowances should be deleted.

763. *Allowance to Clinical Photographer—Rs. 300 per annum.*—The Director of Medical and Sanitary Services reports that this allowance is paid to a clerk attached to the General Hospital who supplies films at his own expense for photographic work. The average number of photographs taken is 18 a month. We have no objection to the retention of this allowance, so long as no other expenditure is incurred by Government in respect of this service.

764. *Special allowance to Port Surgeon, Talaimannar—Rs. 750 per annum.*—At present this post is held by a new entrant who is not entitled to this allowance. The Director of Medical and Sanitary Services reports that this post will be filled by a new entrant in future. We recommend the deletion of the provision from the Estimates.

765. *Special Allowance to Apothecary, Talaimannar—Rs. 120 per annum.*—The Director of Medical and Sanitary Services agrees to the discontinuance of this allowance with the next change of officer.

766. *D. P. H. Allowances.*—An allowance of £50 per annum is paid to Grade II. Medical Officers who hold the D. P. H. qualification, and are employed in Public Health posts. At present 9 officers are in receipt of this allowance although there is provision to pay 14 officers. This allowance was introduced to encourage Medical Officers to obtain the D. P. H. qualification and engage themselves in Public Health work at a time when there was a dearth of officers holding this qualification and when the Medical (curative) Section was distinct from the Sanitary Section. Conditions have changed now: new entrants are liable to serve in either branch and promotion to Grade I. is given only to those officers possessing one of several British qualifications, among which is the D. P. H. So long as the D. P. H. is one of the qualifications entitling an officer to promotion to Grade I. in the combined service, we do not consider that a special allowance should be paid for possessing that qualification. We consider, therefore, that there is no longer the need to perpetuate this allowance and recommend that it be discontinued to officers who qualify in the future. An exception may be made, however, in the case of those now in England and studying for the D. P. H.

767. *Special Allowances to Four Lady Doctors.*—There is provision for an allowance of Rs. 1,800 per annum each for four lady doctors. The Director of Medical and Sanitary Services reports that " five women Medical Officers are in terms of their employment entitled to this allowance when they serve in out-stations. At present only two are being paid the allowance ".

This allowance was originally sanctioned because of the difficulty of obtaining lady doctors on the then initial salary of £120 per annum. Conditions have since changed and we recommend that this concession should not be extended to any future lady doctors.

768. *Allowance to Medical Officers employed in Minor Specialist posts.*—It is proposed to pay an allowance of £50 per annum each to eight Medical Officers appointed to certain Minor Specialist posts such as Assistant Medical Superintendent, Lunatic Asylum, Medical Officer, Ragama Anti-Tuberculosis Hospital, &c. We considered this proposal very carefully and have come to the conclusion that a special allowance is necessary to induce Medical Officers to take up special courses for the purposes mentioned. We recommend that the allowance be restricted to six posts only for the present.

769. *Allowances in lieu of private practice.*—Certain Medical Officers who hold posts which preclude their engaging in private practice are paid 25 per cent. of their salaries in lieu of private practice. The Director of Medical and Sanitary Services reports that, as far as possible, posts carrying this allowance will be filled by new entrant Medical Officers who will not be paid the allowance. We agree with this proposal.

770. *Duty Allowances.*—Provision exists in the 1938-39 Estimates for the following duty allowances:

	Rs.
Apothecaries for acting as Opium Vendors	516
Stores Clerk, General Hospital, Colombo	300
Two opium servants at Rs. 30 per annum each	60
One Matron and 11 Nurses, Lunatic Asylum, at Rs. 60—30—120 per annum each	1,065
Two Apothecaries, Out-Patients' Department, General Hospital, for venereal work at Re. 1 per diem each	208
Five Supervising Sanitary Assistants at Rs. 240 per annum each	1,200
	3,349

771. *Allowances to Apothecaries for acting as Opium Vendors.*—Fifteen Apothecaries are in receipt of allowances ranging from Rs. 2 to Rs. 5 per mensem each for acting as Opium Vendors. The Director of Medical and Sanitary Services reports that Apothecaries appointed after April 24, 1933, are not paid this allowance and that it will disappear in course of time. We have no objection to the continuance of this allowance to those who were appointed before the date mentioned.

772. *Allowance to Stores Clerk, General Hospital, Colombo, Rs. 300 per annum.*—The work of this officer is not heavy and the responsibilities are not of such a nature as to warrant a special allowance. We recommend, therefore, that this allowance should be discontinued with the next change of officer and that the premium on the Security Bond of the Stores Clerk should be met from Government funds.

773. *Allowance to Opium Servants.*—Two Opium Servants are paid an allowance of Rs. 30 per annum each "in view of the unhealthy nature of their place of work". We understand that there will be no future recruitment to this grade. We have no objection to the continuance of this allowance in respect of the two Opium Servants who receive it now.

774. *Allowance to Matron and Nurses at the Lunatic Asylum.*—One Matron and eleven Nurses of the Lunatic Asylum receive allowances at the rate of Rs. 60—30—120 per annum. As the nursing of mental patients is much more arduous than the nursing of ordinary patients, we have no objection to the continuance of this allowance.

775. *Allowance to Apothecaries for venereal work.*—An allowance of Re 1 a day is paid to each of the two Apothecaries, Out-Patients' Department, General Hospital, for assisting at the Venereal diseases clinics. The Director of Medical and Sanitary Services agrees to the discontinuance of this allowance. We recommend the deletion of this vote from the Estimates.

776. *Allowance to Supervising Sanitary Assistants*—Rs. 240 per annum each.—These non-pensionable duty allowances are paid to five senior Sanitary Assistants who are entrusted with the supervision of the work of the rural Sanitary Inspectors. We have no objection to the continuance of these allowances.

777. *Risk Allowances*.—The allowance is paid as follows.—

	Rs.
House Surgeon, Infectious Diseases Hospital, Angoda ..	600 per annum
One Apothecary, Infectious Diseases Hospital, Angoda ..	240 ..
Matron, Infectious Diseases Hospital, Angoda ..	180 ..
Four Nurses, Infectious Diseases Hospital, Angoda, at Rs. 120 each ..	480 ..
One Overseer, Infectious Diseases Hospital, Angoda ..	90 ..
One Apothecary and one Steward, Mantivu Leper Asylum, at Rs. 120 each ..	240 ..
	1,830

The Director of Medical and Sanitary Services agrees to the discontinuance of all the above allowances. We accordingly recommend the deletion of the votes from the Estimates.

778. *Binding Allowances*.—Two allowances of Rs. 60 per annum each are paid for binding work at the Provincial Surgeon's Offices at Colombo and Kandy. There is nowadays no justification for these allowances. The Director of Medical and Sanitary Services has agreed to their discontinuance.

779. *Remuneration for translation of Health Propaganda Literature*.—A sum of Rs. 720 is provided for this purpose. The Publicity Officer of the Department attends to all Sinhalese translations of Health Propaganda literature and a clerk of the Head Office who attends to Tamil translations is paid on a piece work basis at the following rates.—

Translation	33 cents a folio
Copying	12 ..

Generally six copies have to be taken of each translation and each copy is paid for separately. We recommend that a typewriter with Tamil letters be supplied for the purpose of copying and the allocation reduced to Rs. 480 per annum. We understand that the price of a typewriter is about Rs. 280. Its cost will thus be made up by the savings in a little over one year.

780. *Personal non-pensionable allowance to Dr. Nicholls*—Rs. 750 per annum. This allowance has been provided for the first time in the 1938-39 Estimates to be paid to Dr. Nicholls "for research work on nutrition done outside his normal duties". This being an allowance personal to Dr. Nicholls we make no comments.

781. *Personal allowance to one Rev. Mother at Rs. 240 per annum*.—This allowance is paid to the Mother Superintendent of the General Hospital. We understand that with her retirement this allowance will cease. We have no objection to its continuance until the retirement of the Mother Superintendent.

782. *Diet Allowances*.—Provision exists for the following payments.—

	Rs.
43 Matrons and Sisters, one Sister Tutor, one Home Sister, one Relieving Sister, and one Sister, X-Ray Electrical Branch, at Rs. 2.50 per diem each	41,976
130 Religious Sisters at Rs. 180 per annum each	23,400
425 Matrons, Nurses and Religious Sisters at Rs. 1.50 per diem each	232,683
4 Nurses for Dental Clinics and 50 Public Health Nurses at Rs. 2 per diem each	39,420
45 Hospital Stewards at Rs. 180 per annum each	8,100
Head Overseer, General Hospital	180
Overseer, Paying Section, General Hospital	180
Overseer, Lady Havelock Hospital	90
Overseer, Infectious Diseases Hospital, Angoda	90
	346,119

The Director of Medical and Sanitary Services has agreed to the reduction in the scale of the diet allowances paid to pupil Nurses from Re. 1.50 per diem to Re. 1 per diem and to School Nurses and Public Health Nurses from Rs. 2 per diem to Re. 1.50 per diem.

In the case of other nurses, too, we recommend that the allowances should be reduced from Re. 1.50 to Re. 1 per diem; this reduction should be applicable to new entrants only.

With regard to the diet allowances paid to Hospital Stewards, we have recommended that these officers should be replaced by members of the suggested new Service of Hospital Clerks. With the retirement of the Stewards who are now in service these allowances should cease.

783. *Laundry Allowances.*—Provision exists for the following payments :

	Rs.
43 Matrons and Sisters, one Sister Tutor and one Home Sister, one Relieving Sister, and one Sister, X'Ray Electrical Branch, at Rs. 60 per annum each	2,760
131 Religious Sisters at Rs. 60 per annum each	7,860
425 Matrons, Nurses and Religious Sisters at Rs. 30 per annum each	12,750
4 Nurses for Dental Clinics and 50 Public Health Nurses at Rs. 60 per annum each	3,240
	26,610

We consider that an allowance of Rs. 30 per annum should be sufficient in the case of the 4 Nurses of the Dental Clinics and the 50 Public Health Nurses and recommend that all future entrants to these grades should also be paid at that rate.

784. *Uniform Allowance.*—The majority of the nursing staff are supplied with uniforms : but in the following cases an allowance is paid to meet the cost of uniforms :

	Rs.
43 Matrons and Sisters, one Sister Tutor, one Home Sister, one Relieving Sister, and one Sister, X'Ray Electrical Branch, at Rs. 225 (First year) and Rs. 150 (afterwards) each	7,013
139 Religious Sisters at Rs. 100 per annum each	13,900
	20,913

Of the 43 Matrons, &c., in the first group, 11 are locally recruited nurses with further training in the United Kingdom or a Post-Graduate training in Ceylon.

At our request the Director of Medical and Sanitary Services furnished us with figures showing the requirements of a Ceylonese Sister and these figures indicate that an allowance of Rs. 100 is sufficiently liberal to meet the cost of uniforms. We recommend, therefore, that the allowances of Rs. 225 for the first year and Rs. 150 per annum afterwards should in the case of Ceylonese Sisters be reduced to Rs. 100 per annum as in the case of the Sisters in the second group.

With regard to the European Matrons and Sisters in the first group, the allowance is based on an agreement with the Overseas Nursing Association and cannot therefore be reduced. Further, the number of European Matrons, &c., is likely to diminish gradually.

785. *Light and fuel Allowance.*—Ten Religious Sisters at the Mantivu Lepe. Asylum receive Rs. 60 per annum each. The Director of Medical and Sanitary Services reports that when the Asylum is supplied with electricity shortly, this allowance will be reduced if current is used for lighting purposes only, and completely stopped if cooking is also done by electricity. We have no objection to the allowance being continued on the above conditions.

786. *Fuel Allowance to Apothecaries and Steward, Nuwara Eliya.*—There is provision for the payment of a fuel allowance of Rs. 240 per annum each to five

Apothecaries and Rs. 180 per annum to one Steward stationed at Nuwara Eliya. The Director of Medical and Sanitary Services agrees with us that this allowance should be discontinued with the next change of officers holding these posts.

787. *Special Allowances to Sanitary Assistant and Apothecary, Minneriya Development Scheme.*—These officers were paid an allowance of Rs. 600 per annum each on account of the unfavourable conditions under which they had to work in the past. We are of the opinion that these special allowances should not be continued any longer and recommend their abolition. It may be mentioned that an allowance of Rs. 2,400 per annum paid to the Medical Officer from the year 1933 was discontinued with effect from the end of the financial year 1936-37.

788. *Office Allowance to Field Medical Officers.*—There is provision for the payment of an allowance of Rs. 120 per annum each to 61 Field Medical Officers. The Director of Medical and Sanitary Services reports that from October 1, 1939, Field Medical Officers will be re-imbursed the actual rental paid by them for their offices up to a maximum of Rs. 15 per mensem. We have no objection to this proposal.

789. *Allowances to Nurses in Training.*—At present Nurses in training are paid at the following rates:—

First year .. .. .	..	..	Rs. 30 per mensem
Second year .. .. .	..	..	Rs. 35 per mensem
Third year .. .. .	..	..	Rs. 40 per mensem

The Director of Medical and Sanitary Services agrees that the rates should be revised as follows.—

First year .. .. .	..	..	Rs. 10 per mensem
Second year .. .. .	..	..	Rs. 15 per mensem
Third year .. .. .	..	..	Rs. 20 per mensem

In addition to the above allowances, the nurses in training will receive the approved diet allowances.

CHAPTER LXVIII.

HEAD 60.—MEDICAL COLLEGE.

790. *Professors.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of Professors of the Medical College are £800—5 of 40, 3 of 50—£1, 150 and Rs. 9,600—5 of 480, 2 of 600—Rs. 13,200 respectively. These are the salary scales of Professors of the University College. We have assigned to Professors of the University College the salary scale Rs. 8,400—10 of 300—11,400 and we assign the same salary scale to these posts.

791. *Lecturers.*—Provision exists in the Estimates for 1938-39 for 4 posts of Lecturer on the salary scale Rs. 6,000—300—8,400. This salary is the Sessional Paper VIII. of 1934 scale of Lecturers of the University College. To Lecturers of the University College we have assigned the salary scale Rs. 5,400—10 of 240—7,800 and we assign the same scale to these posts. Some of these posts are as a rule filled by Medical Officers. We recommend that Medical Officers appointed to these posts should draw their grade salary, if higher.

792. *Demonstrators.*—These posts are at present filled by Medical Officers on their grade pay. We have no comment to make on this arrangement. If for any reason persons other than Grade Medical Officers are appointed to these posts they should be placed on the scale Rs. 1,800—150—3,000, which is the same as that recommended by us for Demonstrators of the University College.

793. *Prosthetic Dental Surgeon (Rs. 900): Dental Mechanic, Rs. 1,200—120—3,600.*—The Board of Ministers have deleted from the draft Estimates for 1939-40 all provision for the Dental School—*vide* paragraph 912 of Part I. of our Report; these posts will cease to exist, at least, from October 1, 1939. There is, therefore, no necessity to assign salary scales to them.

ALLOWANCES.

794. The various allowances now paid for lecturers, &c., were examined by us in consultation with the Medical College Council and the following reductions have been agreed upon.—

Nature of Allowance.	Amount of Allowance per Annum.		Allowance recommended per Annum.	
	Rs.	c.	Rs.	c.
<i>Lectures for Medical Students :—</i>				
Veneral Diseases clinical classes ..	375	0	250	0
Dermatology Clinica ..	375	0	250	0
Diseases of Ear, Nose and Throat ..	375	0	250	0
Tuberculosis ..	375	0	250	0
Medical Electricity and X'ray ..	437	50	290	0
Mental Diseases ..	375	0	187	50
Clinical Ophthalmology ..	375	0	250	0
Infectious Diseases ..	250	0	125	0
Anatomy ..	1,125	0	—	—
Tutorials in Obstetrics ..	250	0	—	—
Senior Clinical Tutor ..	1,200	0	—	—
Nursing methods ..	37	50	23	0
Tutorials in Medicine and Surgery ..	900	0	450	0
Applied Anatomy to 2nd year Medical Students	1,125	0	—	—
<i>Lectures to Apothecary Students :—</i>				
Pharmacy ..	1,000	0	—	—
Chemistry ..	1,125	0	—	—
Materia Medica ..	750	0	—	—
Elementary Anatomy and Physiology ..	750	0	—	—
<i>Other Allowances :—</i>				
1 Demonstrator in Parasitology ..	100	0	—	—

795. It was also agreed that the following allowances should cease when the present holders of the respective officers change, their successors to regard lecturing as part of their normal duties.—

	Per Annum.
	Rs. c.
<i>Medical Students :—</i>	
Parasitology ..	938 0
Forensic Medicine ..	750 0
Public Health ..	750 0
Bacteriology ..	625 0
<i>Apothecary Students :—</i>	
Elementary Hygiene ..	250 0

CHAPTER LXIX.

HEAD 62.—MINISTER FOR LABOUR, INDUSTRY AND COMMERCE.

796. All the posts under this Head fall within some general category already dealt with.

CHAPTER LXX.

HEAD 63.—REGISTRAR-GENERAL.

797. *Registrar-General*.—This post is filled by a member of the Civil Service.

798. *Assistant Registrar-General*.—The salary history of this post is contained in paragraphs 95, 96 and 97 of Sessional Paper I. of 1930. The Select Committee on Salaries and Cadres in paragraph 615 of Sessional Paper VIII. of 1934 stated:—

“ This post is a most important one; its occupant is required to deputise for the Registrar-General when the latter is on circuit, and to deal with a large volume of work which the Registrar-General is unable to attend to personally. He is required to advise new Registrars-General on the intricate technical problems which present themselves in the administration of the department. The present scale is £420—30 and 40—700, and the Commissioners propose Rs. 4,500—6 of 350—6,600. We consider this scale somewhat low; we propose Rs. 5,000—5 of 480—7,400; this scale is based upon the lowest segment of the scale proposed by us for Class II. of the Civil Service, but since the occupant is likely to be advanced in years by the time he is appointed to the post, we have made the increment slightly larger than that of this portion of the Civil Service scale.”

We assign to this post the salary scale Rs. 4,800—5 of 360—6,600 which is appropriate relative to the salaries we have assigned to other comparable posts of the Public Service.

799. *Second Assistant Registrar-General*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary of this post is the maximum salary of the Special Class of the General Clerical Service. The maximum salary proposed by us for the Special Grade of the reconstructed General Clerical Service is Rs. 4,080 and we assign the same salary to this post.

800. *Registrar of Companies*.—In paragraph 928 (ii.) (b) of Part I. of our Report we have recommended that the work in connection with administration of the new Companies Ordinance should be transferred to the Department of Commerce and Industries and the post of Registrar of Companies suppressed. Therefore we do not assign a salary scale to this post.

801. *Third Assistant Registrar-General*.—This post has remained unfilled for some time and the Registrar-General has agreed to suppress it. Therefore we do not assign to it a salary scale.

802. *Medical Registrars of Births and Deaths*.—We propose no change in the existing salary (Rs. 1,800), of these posts.

ALLOWANCES.

803. *Bonus to Provincial Registrars' and Assistant Provincial Registrars' Offices*.—A sum of Rs. 9,123 is provided for this purpose in the Estimates for 1938-39. Copying and search fees recovered from the public in Provincial Registrars' and Assistant Provincial Registrars' Offices are credited to revenue and a sum equivalent to the total amount so credited (less 5 per cent. being cost of collection) is voted annually.—

- (1) for employment of clerks, binders, peons and sweepers for Provincial Registrars and Assistant Provincial Registrars' offices for work in connection with the preservation of records;
- (2) as bonuses to clerks in Provincial Registrars and Assistant Provincial Registrars' offices who do the work of searching and copying.

While we appreciate the necessity for the employment of extra clerks, &c., as indicated in (1) above, we cannot see any justification for paying a bonus for work which should be regarded as part of the normal duties of the office. If the ordinary staff is not sufficient to meet the demands, the normal course should be to appoint extra clerks. We recommend that the payment of bonuses to clerks, &c., in the Provincial and Assistant Provincial Registrars' offices should be discontinued and

payments made to extra clerks whenever it is found necessary, provided that the total expenditure is within the limits of the fund, *i.e.*, total recoveries less cost of collection.

With regard to the cost of collection, we do not think that 5 per cent. of the recoveries adequately represents the total overhead charges in respect of this work. We consider that 25 per cent. should be deducted as overhead charges and recommend accordingly.

804. *Duty allowance to nine Registrars of Lands.*—The Registrars of Lands at Jaffna, Galle, Kandy, Matara, Negombo, Chilaw, Kalutara, Kegalla and Ratnapura, each receives a duty allowance of Rs. 150 per annum. This allowance is analogous to the duty allowance paid to Head Clerks of Kacheeries, but we consider that the responsibilities of the Head Clerk of a Kachcheri and the importance of his work are much greater than those of a Registrar of Lands and that if a Registrar of Lands is an officer of Class I. of the Clerical Service he has no claim to such an allowance. We, therefore, recommend that when there is a change in the officers now stationed in the places referred to above, the allowance should be paid only if the officer taking over is a clerk in Class II. and even in such cases, the amount of the allowance should be reduced to Rs. 120 per annum. The Department should also consider the question of withdrawing this allowance from some of the less important stations out of the present nine.

805. *Allowance to the Secretary to the Board of Kathis: Rs. 240 per annum.*—The Secretary is the Head of the Statistical Branch of the Registrar-General's office and we understand that he attends to the secretarial duties outside office hours. We have no objection to the retention of the allowance but would recommend its reduction to Rs. 180 per annum when there is a change in the holder of the post.

CHAPTER LXXI.

HEAD 64.—DIRECTOR, TOURIST BUREAU.

806. *Director.*—As a result of the recommendation made in paragraph 934 of Part I. of our Report this post has been combined with that of the Registrar-General: the combined post is held by a member of the Civil Service.

807. *Secretary.*—The circumstances which led to the creation of this post (designation of "Sub-manager" altered to "Secretary") are contained in paragraphs 932 and 933 of Part I. of our Report. Provision for the expenses in connection with managing the Tourist Bureau was made for the first time in the 1936-37 Estimates. The salary scale for the post of Secretary was fixed at Rs. 2,700 (two years): Rs. 3,600—240—6,000. This is the same salary as that now obtaining for the Commercial Assistant of the Department of Commerce and Industries. We have assigned to the latter post the salary scale Rs. 2,400—6 of 120, 16 of 180—6,000 and we assign the same salary to this post.

808. *Courier.*—In 1938 the Director, Government Tourist and Publicity Bureau, represented.—

"It has been also found desirable that I should have someone in the office who knows French and German to act as interpreter. I therefore propose to engage a courier instead of employing two peons of the ordinary type. His duties will be to do the work of an ordinary peon and in addition, when necessity arises, to act as interpreter when travellers visit the Bureau; to attend on foreign visitors and to attend to such other jobs that the average peon is not competent or accustomed to do. I would suggest that the courier be placed on the salary scale Rs. 420—24—780 and that he be allowed two sets of uniforms as for cycle orderlies."

Government agreed in September, 1938, to the creation of this post on the proposed salary scale. We consider this an appropriate salary for this post and propose no change in it.

CHAPTER LXXII.

HEAD 65.—DIRECTOR OF COMMERCE
AND INDUSTRIES.

809. *Director*.—This post is at present filled by an officer in Class I. of the Civil Service. We assign to this post a fixed salary of Rs. 15,000, which is the same as that assigned by us to Class I., Grade II., of the Civil Service. We consider this grading appropriate to this post.

810. *Deputy Director*.—This post is at present filled by a member of the Civil Service on a special salary of £1,400—50—1,550 which is personal to him. We assign to this post the salary scale Rs. 10,560—360—13,800, which is appropriate relative to the salaries we have assigned to comparable grades in the Public Service.

In paragraph 940 of Part I. of our Report we stated.—

“*The Deputy Director of Commerce and Industries*.—This post carries a salary of £1,400—50—1,550. The Director of Commerce and Industries has agreed with us that if the person appointed to the post of Director had previous experience in commerce or industries it would be possible to dispense with an officer of the status of his present Deputy, and work the Department with two Assistant Directors, one for Commerce and the other for Industries. We recommend that when the present Director retires, the question of the suppression of the post of Deputy Director be considered along with the appointment of a new Director.”

Should the post of Deputy Director be abolished in accordance with the recommendation referred to above, and two posts of Assistant Director created, they should carry the salary scale Rs. 6,000—10 of 240, 6 of 300—10,200.

We have assigned to the post of Deputy Public Trustee and the Deputy Controller of Labour the same scale. Our reason for assigning to these posts a salary scale lower than the top segment of the Civil Service scale is that, generally speaking, candidates receive appointment to these posts direct and when they are comparatively young and inexperienced. The starting salary and the range of this scale are therefore appropriate for them.

811. *Assistant Director of Commerce and Industries*.—On the recommendation contained in paragraph 318 of Sessional Paper XXVIII. of 1935 a post of Assistant Director of Commercial Intelligence on the salary scale Rs. 4,500—300—6,000: Efficiency Bar: Rs. 6,400—400—9,600 was added to the establishment of the Department of the Registrar-General and Director of Commercial Intelligence in 1935-36. This is the salary scale provided in the Estimates for 1938-39 for the post of Assistant Director of Commerce and Industries. We consider this salary unnecessarily high for this post so long as there is a Deputy Director, and assign the scale Rs. 4,200—300—6,600, the same as that we have assigned to the post of Assistant Commissioner of Local Government.

812. *Commercial Assistant*.—The present salary scale of this post is Rs. 2,700/3,600—240—6,000. We assign the following salary scale.—

Rs. 2,400—3,000

5 of 120

E. B.

3,300—6,000

15 of 180

(E. B. before Rs. 4,560)

CEYLON HOUSE IN LONDON.

813. *Trade Commissioner*.—The present Commissioner is on a salary of £1,000 per annum. We have no comments to offer on this salary.

814. *Assistant Trade Commissioner*.—Draft estimates for 1939-40 provide for a new post of Assistant Trade Commissioner on a salary of £400—£600. We have no comments to offer on this salary.

815. *Office Assistant*.—A clerk in Class II. of the General Clerical Service fills this post by secondment and receives a salary of £7 a week. We assign to this post a salary of £5-10-0—£7 a week. If the post of Assistant Trade Commissioner is filled, it should be possible to reduce the status of this post, at least, to that of the Secretary.

816. *Secretary; Typist; Commissionaire*.—The present salaries of these posts are.—

Secretary	..	..	£4—0—0	a week
Typist	..	..	£2—5—0	”
Commissionaire	..	..	£2—10—0	”

The draft estimates for 1939-40 provide for—

- (i.) An alteration of the salary of the Secretary from £4 a week to £3.10s—5s.—£4 a week; and
- (ii.) a change of designation of the Typist to Stenographer, and an increase of the salary scale from £2.5s. a week to £2.5s.—5s.—£3.10s. a week.

The present salaries have been fixed with reference to the rates of pay obtaining in England for comparable posts; we do not propose any change in these salaries.

817. *Charwoman*.—The draft estimates for 1939-40 do not make provision for this post.

CEYLON HOUSE IN INDIA (BOMBAY).

818. *Trade Commissioner*.—This post is at present filled by a member of the Civil Service on his substantive salary; he receives in addition a special travelling allowance of Rs. 200 per mensem.

We have no comments to offer on the existing arrangement. When the present Trade Commissioner vacates the post the question of suitable remuneration for his successor should be taken up by the Treasury.

819. *Secretary*.—The present holder of this post was appointed on a salary of Rs. 3,000 per annum; he has subsequently been granted, in addition, an allowance of Rs. 4 per diem. We assign to this post a salary of Rs. 2,400—120—3,000.

820. *Clerk*.—The present holder of this post was appointed on a salary of Rs. 1,800 per annum; he has subsequently been granted an allowance of Rs. 2 per diem. We assign to this post the salary scale Rs. 1,356—9 of 36—1,680.

821. *Clerk-Stenographer; Typist*.—The present salaries of these posts, which are now filled by Indians, are Rs. 900—60—1,200 and Rs. 600—48—720 respectively. We propose for these posts the following scales of salary.—

Clerk-Stenographer	..	..	Rs. 720—48—1,200
Typist	..	..	Rs. 600—30—720

INDUSTRIAL DIVISION.

822. *Technical Adviser on Industries*.—The officer who held this post has completed his term of agreement and left the Island. It is not proposed to fill it.

823. *Industrial Engineer*.—The present salary of this post is the same as the Sessional Paper VIII. of 1934 salary of District Engineers of the Public Works Department. We have assigned to District Engineers of the Public Works Department a salary of Rs. 6,240—240—9,600 (E.B. before Rs. 8,400), and we assign the same salary to this post. This salary should be paid only to a fully qualified and experienced engineer. If a relatively young and inexperienced candidate is appointed his salary scale should be.—

Rs. 3,360—240—6,000
(E. B. before Rs. 4,560)
E. B.
Rs. 6,240—240—9,600
(E. B. before Rs. 8,400)

824. *Leather Expert (Rs. 6,000)*.—Provision for this post has, for the first time, been included in the Estimates for 1938-39. The post is temporary; we do not, therefore, assign a salary scale.

825. *Draughtsmen-Clerks*.—Estimates for 1938-39 (page 249) provide for 2 Draughtsmen-Clerks on the salary scale Rs. 2,920—120—4,000. The grading of one post is personal to the present holder. The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are.—

	Pre-Sessional Paper VIII. of 1934 scales. Rs. 2,920—4,000	Sessional Paper VIII. of 1934 scales. Rs. 2,568—3,408
1 at ..	9 of 120 (E. B. before Rs. 3,520) Rs. 900—2,820	7 of 120 720—2,448
1 at ..	16 of 120	16 of 108

We recommend the following scheme of salary for the Draughtsmen of this Department.—

	Rs.
Class II.	480—1,260
Grade II. ..	26 of 30 (Efficiency Bar before Rs. 900) 1,296—1,820
Grade I. ..	9 of 36 900—2,280
Class I. ..	10 of 48, 15 of 60 (Efficiency Bar before Rs. 1,560)

The Director of Commerce and Industries should in consultation with the Treasury and the Deputy Chief Secretary settle the scope of the examinations, if any, to be associated with the efficiency bars, the conditions governing promotion from grade to grade and class to class and the distribution of numbers among the various grades. (In a small service like this such distribution cannot be laid down in advance: it should be fixed on an equitable basis).

826. *Pottery Demonstrators*.—These demonstrators are at present paid a salary of Rs. 900. We feel confident that a suitable type of officer can in future be recruited to these posts on a salary of about Rs. 60 a month. We therefore assign to these Demonstrators a salary of Rs. 720 per annum.

LABORATORY.

827. *Chemist*.—Provision has been made in the Estimates for 1938-39 for a post of Chemist on the salary scale Rs. 4,200—200—5,000. We assign to this post the following salary scale.—

While on probation ..	..	..	Rs. 2,400—120—3,000 E. B.
On appointment after successful completion of training			Rs. 3,000—180—5,160 (E. B. before Rs. 3,900)

WORKSHOP.

828. *Ceramic Chemist (temporary)*.—Rs. 3,960—240 and 360—7,440. In paragraph 945 of Part I. of our Report we stated—

“*Ceramic Chemist (temporary)*.—The Director informs us that the officer selected for the post of Chemist possesses a requisite knowledge of ceramic chemistry which will avoid the post of Ceramic Chemist having to be filled. The provision for a Ceramic Chemist may, therefore, be deleted.”

We do not, therefore, assign a salary scale for this post.

829. *Foreman-Draughtsman*.—This is a new post for which provision appears in the Estimates for 1938-39 on the salary scale Rs. 720—108—2,448. This salary is the same as that assigned in Sessional Paper VIII. of 1934 for Clerks and

Draughtsmen of the Survey Department. We propose for this post the same scheme as we have proposed for Draughtsmen of the Forest Department. The details of this scheme will be found in our Chapter on that Department.

830. *Workshop Attendants*.—These employees are provided for in the Estimates for 1938-39 on the same salary scale as Laboratory Attendants, Grade I. For Laboratory Attendants, Grade I., we have proposed in Chapter X. of this Report a salary of Rs. 360—12—480, and we assign the same scale to Workshop Attendants.

COIR YARN FACTORY AND DEMONSTRATION UNITS.

831. *Superintendent of Coir and Textile Demonstration*.—In order to develop the manufacture of coir and textile goods as cottage industries by introducing improved methods, it was decided to import a trained expert from Travancore and provision included in the Estimates for 1935-36 for a Superintendent of Coir and Textile Demonstration on the scale Rs. 1,800—100—3,200. An Indian officer now fills this post. The holder of the post is required to be qualified in spinning, weaving, and dyeing of coir, cotton, and silk yarn and thoroughly conversant with the working of jacquard and other kinds of hand and automatic looms. We assign to this post the salary scale—

Rs. 1,740—3,000

 14 of 90
 (E. B. before Rs. 2,460)

832. *Foreman, Assistant Foreman, Mat Assistant, Matting Assistant, Dyeing and Printing Assistant*.—The existing salaries and the salaries we assign to these posts are shown below.—

	Existing Salary. Rs.	Proposed Salary. Rs.
Foreman	1,500—60 & 120—2,400	1,296—1,620 <hr style="width: 20%; margin: auto;"/> 9 of 36
Assistant Foreman	1,200—60—1,800	960—1,260 <hr style="width: 20%; margin: auto;"/> 10 of 30
Mat Assistant	} 900—30—1,200	600—960 <hr style="width: 20%; margin: auto;"/> 12 of 30
Matting Assistant		(E. B. before Rs. 900)
Dyeing and Printing Assistant		
Assistant		

DEMONSTRATION UNITS.

833. *Demonstrators, Assistant Demonstrators, Second Assistant Demonstrators*.—For these employees we propose the following scales of salary.—

	Existing salary.	Proposed salary.
Demonstrators .. .. .	.. Rs. 900	.. Rs. 720
Assistant Demonstrators .. .. .	.. Rs. 540	.. Rs. 480
Second Assistant Demonstrators .. .. .	.. Rs. 300	.. Rs. 300

STATISTICAL DIVISION.

834. *Statistical Assistant*.—The existing salary of this post is Rs. 2,700/3,600—240—6,000. We assign to this post the same salary as we have assigned to the post of Commercial Assistant, viz.:

Rs. 2,400—3,000

 5 of 120
 E. B.
 Rs. 3,300—6,000

 15 of 180
 (E. B. before Rs. 4,560)

ECONOMIC AND INDUSTRIAL SURVEY.

835. The existing salaries of the officers employed on economic and industrial survey and those we propose are shown below—

		Existing salary.		Proposed salary.
Supervisor	..	Rs. 3,000	..	Rs. 2,400
Investigators	..	Rs. 900	..	Rs. 720
Junior Investigators	..	Rs. 600	..	Rs. 540
Probationer Investigators	..	Rs. 600	..	Rs. 480

WEIGHTS AND MEASURES.

836. *Inspector of Weights and Measures (Rs. 3,000).*—This is a temporary survey and those we propose are shown below.—

MATCH INDUSTRY.

837. *Inspectors of Match Factories.*—The draft Estimates for 1939-40 provide for two posts of Inspector of Match Factories on the salary scale Rs. 960—120, 144, 180—3,000. This is the Sessional Paper VIII. of 1934 scale of Excise Inspectors. We have assigned to Excise Inspectors the salary scale.—

Rs. 720—2,820

9 of 60, 10 of 84, 8 of 90

(Two year halts on Rs. 1,260 and Rs. 2,100 and efficiency bars before Rs. 1,844 and Rs. 2,190: the halt periods may be reduced to one year as a reward for unusual merit.)

We assign the same scale to this post.

ALLOWANCES.

838. *Allowance to Economic Adviser, Rs. 1,800 per annum.*—An allowance of Rs. 1,800 is provided for an Economic Adviser to this Department. The officer who acts in this capacity is in receipt of a salary from Government as a full-time Lecturer in Economics at the University College. The Director of Commerce and Industries stated that the assistance of this officer is of immense value to him and that it involves considerable work at present; we, therefore, recommend that the allowance be continued for a further period of two years and that the question be reviewed again.

839. *Allowance to Registrar of Patents, Rs. 1,800 per annum.*—An allowance of Rs. 1,800 per annum is paid to the officer who now functions as a part-time Registrar of Patents. The Director has agreed that, when the post of Industrial Engineer is filled, a separate Registrar of Patents will not be necessary as the work can then be attended to by the Industrial Engineer. We recommend the discontinuance of this allowance when the new Industrial Engineer is appointed.

CHAPTER LXXIII.

HEAD 66.—CONTROLLER OF LABOUR.

840. *Controller of Labour.*—This post is filled from the Civil Service. It is therefore unnecessary to assign a salary scale.

841. *Deputy Controller of Labour.*—A post of Deputy Controller of Labour filled from the Civil Service existed prior to 1935-36. When in 1935 the Select Committee on Salaries and Cadres considered the Cadre of this department the Executive Committee for Labour, Industry and Commerce proposed the creation of a departmental post of Assistant Controller on the salary scale Rs. 4,500—300—6,000: Efficiency Bar: Rs. 6,000—400—9,600 in substitution for the post of Deputy

Controller drawn from the Civil Service. The State Council did not favour this proposal—*vide* paragraph 326 of Sessional Paper XXVIII. of 1935. Provision was however included in the 1935-36 estimates for a departmental post of Deputy Controller on the salary scale Rs. 6,000—400—9,600, and the post filled with effect from July 1, 1936. We assign to this post the salary scale Rs. 6,000—10 of 240, 6 of 300,—10,200. Our reasons for assigning this salary will be found in paragraph 810 of this Report.

842. *Assistant Controller of Labour.*—On the recommendation contained in paragraph 327 of Sessional Paper XXVIII. of 1935 provision was included in the Estimates for 1935-36 for a post of Assistant Controller of Labour on the salary scale Rs. 3,200—250—4,200; Efficiency Bar: Rs. 4,500—300—6,600. This scale is based on the lower segment of the Sessional Paper VIII. of 1934 scale for Accountants, Class IV. and on the Sessional Paper VIII. of 1934 scale for Class III. of the Civil Service. We assign to this post the salary scale:

Rs. 3,120—6,000

16 of 180
(E.B. before Rs. 4,200
and Rs. 5,280)

which is based on our scales for Accountants, Class IV., and for Class III. of the Civil Service.

The Estimates for 1938-39 provide for a second post of Assistant Controller of Labour, but the Controller of Labour has agreed to suppress this post—*vide* paragraph 953 of Part I. of our Report.

843. *Travelling Inspectors.*—The Select Committee on Salaries and Cadres in paragraph 627 of Sessional Paper VIII. of 1934 stated.—

“ The present scale of this grade, which consists of three officers, is Rs. 3,000—150—4,500, and the Commissioners propose Rs. 2,400—120—3,600. We consider the latter scale definitely too low. The principal functions of an Inspector are to inquire into complaints made by labourers against estate authorities, chiefly regarding wages, to check the acreages of estates for assessment purposes, and to inquire into any matters arising under the provisions of the Minimum Wage Ordinances. He must be not less than about 30 years of age, and must possess tact, personality, a good general education, and a very thorough knowledge of Tamil. He must also be a man of strong physical constitution, in order to stand the considerable amount of travelling by car and on foot, which Inspectors are required to perform. We consider the Commissioners' scale unlikely to attract suitable men; we propose Rs. 3,000—10 of 120—4,200. We consider this an adequate scale, and an appropriate one relative to those assigned to the middle grades of the Public Service in other departments.”

In our scheme we have assigned to the middle grades of the Public Services salaries lower than the Sessional Paper VIII. of 1934 scales. We therefore assign to this grade the salary scale Rs. 2,400—60—3,600 (Efficiency Bar before Rs. 3,000).

844. *Travelling Inspectors (Temporary).*—These officers are now paid at the rate of Rs. 3,000 per annum. This is the initial salary of the permanent grade of Travelling Inspector.

In paragraph 954 of Part I. of our Report we stated:

“ We understand that the Travelling Inspectors perform certain duties in connection with the Recruiting Agencies for indigenous labour. The question of closing down these agencies is under consideration. We have no objection to the continuance of the three temporary posts for the present on a temporary basis.”

We assume that these posts will be abolished in the near future. We do not therefore assign a salary scale.

845. *Employment Exchange*.—For the Employment Exchange the following staff has been provided.—

	Ra.
1 Manager at	3,600
1 Assistant Manager at	1,200
4 Clerks each at	480
2 peons each at	300
1 labourer at	240

The draft Estimates for 1939-40 provide for an Additional Assistant Manager on a salary of Rs. 1,800.

We assign to the posts of Manager and Assistant Manager the following scales of salary:—

Manager	Ra. 2,400—60—3,600 (E.B. before Rs. 3,000)
Assistant Managers :	
1 at	Ra. 1,356—36—1,680
1 at	Ra. 900—30—1,320

We have no comments on the salaries now obtaining for the posts of clerk, peon and labourer.

ALLOWANCES.

846. *Duty Allowance to Registrars of Servants, Kandy, Nuwara Eliya and Hatton*.—The Registrar of Servants, Kandy, is the Chief Clerk of the office of the Superintendent of Police, Kandy, and the Registrars at Hatton and Nuwara Eliya are the Police Inspectors at these stations. These officers attend to the duties of Registrar of Servants in addition to their other duties. As this work is done by officers of another department, and as other arrangements are likely to cost more, we have no objection to the continuance of these duty allowances.

CHAPTER LXXIV.

HEAD 67.—MINISTER OF EDUCATION.

859. All the posts under this Head fall within some general category already dealt with.

CHAPTER LXXV.

HEAD 68.—EDUCATION.

OFFICE ESTABLISHMENT.

860. *Director of Education*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this post are £1,600—50—1,750 and Rs. 18,000—900—19,800 respectively. These are the salaries of Class I., Grade I., of the Civil Service. We have assigned to Class I., Grade I., of the Civil Service a fixed salary of Rs. 18,000 and we assign the same salary to this post.

861. *Deputy Director of Education*.—The pre-Sessional Paper VIII. of 1934 scale of this post is £1,050—50—1,300 which is the upper segment of Class II. of the Civil Service. The Select Committee on Salaries and Cadres saw "no reason to disturb the existing position relative to the Civil Service scale" and

assigned to this post the salary scale Rs. 12,600—600—15,600—*vide* paragraph 631 of Sessional Paper VIII. of 1934. We assign to this post the salary scale Rs. 10,560—360—13,800 which maintains the existing position relative to the scale we have assigned to the Civil Service.

862. *First, Second and Third Assistant Directors.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are :—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales. Rs.
First Assistant Director	£800—1,000	9,000—10,800
Second Assistant Director	4 of 50	3 of 600
Third Assistant Director (altered designation of the post of Chief Inspector)..	£600—900 6 of 50	7,500—9,600 5 of 420

In paragraph 967 of Part I. of our Report we have recommended the suppression of one of the posts of Assistant Director. For the other two posts of Assistant Director we assign the salary scale Rs. 8,400—6 of 300—10,200. This salary occupies in our scheme a somewhat higher relative position than the pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales occupy in those schemes. Our reason for disturbing the existing position relative to the salaries of other comparable posts is that the suppression of one of the 3 posts of Assistant Director will throw additional work and responsibility on the 2 remaining officers.

863. *Superintendent of Examinations.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this post are Rs. 7,500—250—9,000 and Rs. 5,100—240—7,500 respectively. The scale Rs. 6,300—240—8,220 appearing in the Estimates for 1938-39 is that assigned to a non-new-entrant officer of the Department who received non-normal promotion to the post. When this post was originally created it was assigned a salary the same as that obtaining for District Inspectors, Grade I. We assign to this post the salary scale Rs. 4,200—8 of 180, 4 of 240—6,600 which bears an appropriate relation to the salaries we have assigned to District Inspectors and Divisional Inspectors of the Department.

864. *Supervisor of Sinhalese Education.*—In paragraph 970 of Part I. of our Report we have recommended the abolition of this post. It is therefore unnecessary to assign a salary scale to it.

865. *Chief Sinhalese Translator to Government.*—In January 1934, the Director of Education made the following representations to Government regarding this post :—

“ On the retirement, in September, 1932, of the Chief Sinhalese Translator, Governor's Office, his post which was graded as one in the Special Class of the Clerical Service was suppressed. and as “ Translations from and into the Vernacular Languages ” formed one of the functions allocated to the Ministry of Education, the work was transferred to the Education Department. The Translator of the Education Department is now doing dual duties as Chief Translator to Government and Translator and Interpreter to the Education Department. In addition to his own work in the Education Department, viz., translating syllabuses of Vernacular examinations, departmental circulars, Code and Code amendments, supervision of the translation of Vernacular correspondence and text books, secretarial duties of the Oriental Studies Society, of the Sinhalese Text Book Committee, and of the Sinhalese Equivalent Committee he has now to attend to the following duties transferred from the Governor's Office, viz., translation of petitions to the Governor, Ordinances, By-laws, Government Notifications, all documents sent by

Government Departments and the different Ministries, translation and reporting on Sannas, Tudapats, &c., referred to him and assisting at the Quarterly Examinations in Sinhalese for Civil Servants and other officers.

The officer holding this post at present is drawing the maximum salary of Class II. of the Clerical Service. The exacting and responsible nature of the work, the highly specialised knowledge of Oriental Languages required and the increasing volume of work due to the Ministries requiring translations of numerous documents dealt with by them make it imperative that suitable remuneration be made to this officer, specially in view of the fact that he has been called upon to perform the duties of a Special Class Officer in addition to his own.

The provision of an adequate salary and the raising of the status of the post are also necessary in order to attract in the future suitable applicants from the Government Service, highly qualified in Oriental Languages.

I would, therefore, strongly urge that the post be removed from the cadre of the Clerical Service and that a special post be created in the Education Department on the salary scale of Rs. 3,600—5 of 180 & 5 of 200—5,500. "

Accordingly provision for a post of Chief Sinhalese Translator to Government was made in the Estimates for 1934-35 on the salary scale Rs. 3,000—5 of 180, 8 of 200—5,500. This salary is more or less a combination of the pre-Sessional Paper VIII. of 1934 salary scales of Class I. and of the Special Class of the General Clerical Service. We assign to this post the salary scale Rs. 2,400—12 of 90, 5 of 120—4,080 (3 years' halt on Rs. 3,300 and Efficiency Bar before Rs. 3,600). This salary is a combination of our scales for the Special Grade and Grade I. of the Executive Clerical Class of the reconstructed General Clerical Service.

866. *Translators of Text Books.*—In paragraph 973 of Part I. of our Report we have recommended the abolition of the Text Book Translation branch but the Board of Ministers have decided to retain it for the present, subject to reconsideration in connection with the Budget for 1940-41.

The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of Translators of Text Books are Rs. 2,100—120—2,700 and Rs. 1,800—5 of 108—2,340. We assign to these posts the salary scale Rs. 900—14 of 30 and 10 of 36—1,680 (Efficiency Bar before Rs. 1,356).

867. *Supervisor of School Buildings.*—The creation of this post on the salary scale of Rs. 3,600—120—4,800 was recommended in paragraph 336 of Sessional Paper XXVIII. of 1935. The post was accordingly created by "variation procedure" during 1934-35 and an appointment made to it with effect from July 1, 1935. The existing salary of this post is based upon the scales assigned in Sessional Paper VIII. of 1934 to the Inspectors and Assistant Engineers of the Public Works Department. We assign to this post the salary scale Rs. 2,700—10 of 90, 5 of 120—Rs. 4,200 (Efficiency Bars before Rs. 3,150 and Rs. 3,720) which substantially preserves the existing relative salary position.

868. *Printer.*—The salary history of this post is contained in paragraph 639 of Sessional Paper VIII. of 1934. The Sessional Paper VIII. of 1934 scale of this post is the same as that assigned in that Sessional Paper to one of the groups of Foremen (Monotype Keyboards, Type Stores, Vernacular and Stamp Room) in the Government Press. We maintain this relative salary position and assign to this post the salary scale Rs. 960—10 of 36—1,320.

869. *Assistant Printer; Compositors, Machine Minders; Binder and Machine Operator; and Mechanic.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these employees are Rs. 420—15—600 and Rs. 360—12—480, respectively. The Director of Education in 1935 represented that he had experienced difficulty in finding men of the required standard of ability and

trustworthiness on the existing scales. Thereupon, on the recommendation of the Financial Secretary, provision was included for these posts in the Estimates for 1936-37 on the following scales:—

Assistant Printer	..	..	Rs. 720—42—1,056
Compositors	..	..	Rs. 420—30—720
Machine Minders	..	}	Rs. 420—18—600
Binder and Machine Operator	..		
Mechanic	..		

The above scales have been in force since October 1, 1936, and apply both to non-new entrants and new-entrants to the Public Service. We assign to these posts the following scales of salary which bear an appropriate relation to the salaries recommended by us for employees in the Government Press:—

Assistant Printer	..	..	Rs. 600—12 of 30—960
Compositors	..	..	Rs. 420—10 of 18, 5 of 24—720
Machine Minders	..	}	Rs. 420—15 of 12—600
Binder and Machine Operator	..		
Mechanic	..		

INSPECTORATE.

870. *Divisional Inspectors.*—The 1922 scale of this grade was £600—30—900. In September, 1932, the salary scale of this grade was reduced to Rs. 7,500—250—9,000. The Select Committee on Salaries and Cadres for reasons stated in paragraph 646 of Sessional Paper VIII. of 1934 retained the reduced scale for new-entrants to this grade. (The salary scale Rs. 8,400—360—11,280 appearing in the Estimates is the scale assigned to non-new-entrant officers receiving non-normal promotion to these posts). In the Estimates for 1938-39 provision has been included for 2 additional posts of Divisional Inspector, in a newly created Grade II. on the salary scale Rs. 6,000—250—7,500.

We assign the following scales to Divisional Inspectors:—

Grade I.	..	..	..	Rs. 6,600—7,800
				5 of 240
Grade II.	..	..	..	Rs. 5,400—6,300
				5 of 180

These scales maintain the existing position relative to the salaries we have assigned to comparable grades in the Public Service.

871. *Inspectresses.*—The Select Committee on Salaries and Cadres in paragraph 647 of Sessional Paper VIII. of 1934 stated:—

“ The present scales are—

- 1 post at £500—25—650.
- 1 post at Rs. 4,500—250—6,000.

The scale of the latter post was reduced from £500—25—650 on the occurrence of a vacancy in September, 1932. We recommend the scale Rs. 4,500—250—6,000 for future entrants to both posts. This scale is lower than that proposed by the Commissioners (Rs. 4,800—10 of 150—6,300), but we understand that it is possible to recruit satisfactory Inspectresses on this scale.”

We assign to these posts the same salary as we have assigned to District Inspectors, Grade I., viz., Rs. 2,700—18 of 150—5,400. We consider this grading appropriate.

872. *District Inspectors*.—In paragraph 342 of Sessional Paper XXVIII. of 1935 the Select Committee on Salaries and Cadres stated:—

“ Prior to the acceptance of Sessional Paper VIII. of 1934 this group consisted of—

Higher Grade : 3 posts on	Rs. 4,500—7,500
	250
Lower Grade : 7 posts on	Rs. 3,000—4,500
	150

In paragraph 648 of Sessional Paper VIII. of 1934 we proposed the following scales:—

Higher Grade : Rs. 3,480—14 of 180—6,000
Lower Grade : Rs. 2,280—10 of 108—3,860

The upper grade of District Inspector is recruited from the upper grade of Assistant Inspector (or Inspector, Grade I., under the scheme we now propose in paragraph 341 above). The lower grade of District Inspector is recruited from the lower grade of Assistant Inspector (or Inspector, Grade II., under the scheme we now propose in paragraph 341 above). The revision of the salary scale assigned in Sessional Paper VIII. of 1934 to the grades of Assistant Inspector (lower grade), (or Inspector, Grade II., under the proposed scheme), plainly necessitates amendment of the scale assigned to District Inspector (lower grade). We now propose the scale Rs. 3,000—150—4,500 for this grade. This is, it will be observed, the scale which was in existence before the Salaries and Cadres Commission issued its report. We are satisfied that the restoration of this scale is necessary to attract suitable persons to the Inspectorate.

We recommend that in future the higher grade of District Inspector be called Grade I. and the lower grade of District Inspector be called Grade II. This nomenclature is in keeping with that proposed for the two grades of Inspector (*vide* paragraph 341).

We recommend that the number of District Inspectors in the two grades should be equal, there being 5 in each grade. At present, as stated above, there are 7 in Grade II. and 3 in Grade I. The increase in the number in Grade I. should, we think, be made by adding to posts to Grade I. when the next two vacancies occur in Grade II.”

We recommend no essential change in this scheme except that the number of posts in Grade I. should be 4 and should carry the salary scale Rs. 2,700—18 of 150—5,400 and the number in Grade II. should be 6 on the salary scale Rs. 2,280—11 of 120—3,600.

873. *Inspectors*.—The scheme of recruitment to, and the salaries of, the grade of Inspector are contained in paragraphs 340 and 341 of Sessional Paper XXVIII. of 1935. The scales assigned in that Sessional Paper to Inspectors are:—

Grade I.	Rs. 2,520—4,020
	10 of 150
Grade II.	Rs. 1,200—2,850
	10 of 60, 5 of 120, 3 of 150 (E.B.B. before Rs. 1,800 and Rs. 2,400)

We propose the following scheme which is an adaptation of the scheme contained in paragraph 341 of that Sessional Paper:—

- (i.) That there should be two grades of Inspector—Inspector, Grade I., and Inspector, Grade II.

- (ii.) That the scale of Grade II. should be

Rs. 1,200—1,800

4 of 60, 3 of 120

E. B.

Rs. 1,920—2,640

6 of 120

- (iii.) That the scale of Grade I. should be

Rs. 1,800—3,600

12 of 150

- (iv.) That Inspectors, Grade II., should either be (a) First Class Vernacular trained teachers possessing a good working knowledge of English, and capable of inspecting the elementary English classes in Vernacular Schools or (b) First Class English trained teachers or graduates possessing the required qualifications in Sinhalese or Tamil: but only the lower segment of the salary scale, viz., Rs. 1,200—1,800 should apply to Inspectors of type (a).
- (v.) That Inspectors, Grade I., should be First Class English trained teachers or graduates.
- (vi.) That the initial salaries of Inspectors, Grade I., and Grade II., should depend upon the officers' salaries as teachers in Government or Assisted schools, and should be determined by Financial Regulation 847.
- (vii.) That the total number of Inspectors, Grade I. and Grade II., should be determined by the number of schools requiring inspection, on the basis of 75 schools per Inspector.
- (viii.) That the ultimate number of Inspectors in Grades I. and II. should be in the ratio of 1:2.

In paragraph 980 of Part I. of our Report we stated:—

“ The Select Committee of the State Council recommended (Sessional Paper XXVIII. of 1935) that in the case of both the District Inspectors and the Inspectors the numbers in Grade I. and Grade II. should be equal and that direct recruitment should be made, where necessary, to Grade I. The object of this recommendation was to improve the general standard of efficiency of the Inspectorate by gradually increasing the number of officers possessing high qualifications and to provide staff capable of inspecting the increasing number of Bilingual and English Schools. Conditions have, however, considerably changed since the Select Committee made their recommendation, and their object can be achieved without unduly increasing the number of appointments in the higher grade. There are already 8 Inspectors in Grade II. who are English trained. Now that officers possessing higher qualifications are taking up posts in Grade II., we do not consider that there is any necessity for any further direct recruitment to Grade I. We shall refer to the ratio of the posts in the two grades in a later report, and recommend that in the meantime all new appointments should be made to Grade II. The Director agrees with this recommendation. In this connection it was pointed out to us that there was the danger of suitable Inspectors for work on the vernacular side not being recruited under such a scheme. The Department should bear this in mind.”

As we have now fixed the ratio between Grades I. and II. at 1:2, there should be no objection to direct recruitment to Grade I.

874. *Inspector of Art.*—The 1922 scale of this post was £500—25—600. It was reduced in March, 1932, to Rs. 3,000—10 of 150, 6 of 250—6,000. The Sessional Paper VIII. of 1934 scale is Rs. 3,000—10 of 180—4,800. We assign to this post the salary scale Rs. 2,400—15 of 120—4,200.

875. *Assistant Inspectors of Art.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are Rs. 1,800—120—2,400 and Rs. 1,560—60—2,040 respectively. We assign to these posts the salary scale Rs. 1,200—12 of 60—1,920.

876. *Inspectress of Housecraft*.—The salary history of this post is contained in paragraph 652 of Sessional Paper VIII. of 1934. The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this post are: Rs. 2,400—100—3,200 and Rs. 2,400—10 of 96—3,360 respectively. We assign to this post the salary scale Rs. 2,100—10 of 90—3,000.

877. *Assistant Inspectresses of Housecraft*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are Rs. 1,200—100—2,400 and Rs. 1,200—60—2,040 respectively. We assign to them the salary scale Rs. 1,200—12 of 60—1,920.

878. *Inspector of Physical Training*.—The pre-Sessional Paper VIII. of 1934 scale of this post was Rs. 1,800—120—2,400; this salary was raised with effect from October 1, 1936, to Rs. 2,400—100—3,200. The Sessional Paper VIII. of 1934 scale is Rs. 1,560—60—2,040. We assign to this post the salary scale Rs. 1,560—6 of 60—1,920.

879. *Assistant Inspector of Physical Training*.—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 900—60—1,200. The Select Committee on salaries and Cadres, for reasons stated in paragraph 655 of Sessional Paper VIII. of 1934 proposed no change in this salary. We assign to it the salary scale Rs. 720—4 of 80, 10 of 86—1,200.

880. *Inspectors of Industrial Schools*.—There are now 2 posts of Inspector of Industrial Schools on the following salary scales:—

1 at Rs. 2,400—100—3,200

1 at Rs. 1,800—120—2,400.

For reasons stated in paragraphs 656 and 657 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres assigned to both these posts the salary scale Rs. 1,560—8 of 60—2,040. We assign to these posts the salary scale Rs. 1,200—12 of 60—1,920, which is appropriate relative to the salaries we have assigned to other comparable posts.

881. *Inspector of Pirivenas*.—The Select Committee on Salaries and Cadres in paragraph 658 of Sessional Paper VIII. of 1934 stated:—

“ The present scale is Rs. 900—60—1,260 and the Commissioners propose Rs. 720—3 of 108—1,044. We understand that the number of Pirivenas which this Inspector is required to inspect has increased considerably since the existing scale was fixed. We are also informed that the work of Pirivenas is frequently advanced in character. We do not consider the existing scale adequate for the present responsibilities of the post, and we propose the scale Rs. 1,560—8 of 60—2,040. In our opinion this scale is adequate, and appropriate relative to that assigned to the Assistant Inspectors.”

We assign to this post the salary scale Rs. 1,200—12 of 60—1,920.

SECONDARY AND ELEMENTARY EDUCATION.

882. In paragraph 1011 *et seq* of Part I. of our Report we dealt with the question of expenditure on primary and secondary education and proposed for Assisted Schools a quota and a grading scheme and for teachers in Assisted Schools a revised salaries scheme. We have examined these salaries in the light of our recommendations for the various grades of the Public Service but have found no ground to vary or revise them. We therefore confirm those salaries and proceed to adapt them for teachers in Government schools.

SECONDARY EDUCATION.

Royal College.

883. *Principal*.—The 1922 scale of this post was £800—50—1,000. It was reduced in April, 1932, to £800—25—900. The Sessional Paper VIII. of 1934

scale is Rs. 9,000—600—10,800 which is the same as that of Assistant Directors of the Education Department. We assign to this post the same salary scale we have assigned to Assistant Directors, viz., Rs. 8,400—6 of 300—10,200.

884. *Mathematics Master; Science Master and Assistant Masters.*—Masters and Assistant Masters of the Royal College are now appointed on Assisted Schools 'A' scales of salary—*vide* paragraphs 351 and 352 of Sessional Paper XXVIII, of 1935. We recommend that future appointments to the Royal College should be made on the salaries recommended for teachers of post-primary classes in Assisted Senior Secondary and Collegiate Schools, and appearing on page 299 of Part I. of our Report; these scales are reproduced below for easy reference:

		For Post-Primary Classes in Senior Secondary and Collegiate Schools.
		Rs.
Class I. :		
Trained Graduate	.. } ..	3,000—4,200
Graduate	.. } ..	
1st Class Trained	.. } ..	5 of 240
Class II. :		
Trained Graduate or 1st or 2nd Class Honours	} ..	1,800—3,000
Graduate of a British University		8 of 150
Graduate ..	} ..	1,548—2,700
1st Class Trained		8 of 144
Class III. :		
Trained or Graduate	} ..	1,260—1,800
Commercial (Approved British qualification)		6 of 90
2nd Class Certificate		960—1,380
2nd Class Provisionally Trained		5 of 84
London Inter Science or Arts	..	
Class IV. :		
1st Class Drawing	} ..	636—888
Ceylon Commercial		7 of 36
3rd Class Certificate		

In this scheme the Principal should be regarded as holding the Class I. post in the table of standard staffs appearing on page 300 of Part I. of our Report.

885. *Demonstrator (Science).*—The pre-Sessional Paper VIII. of 1934 salary of this post is Rs. 720—60—1,200: the Select Committee on Salaries and Cadres graded this post with Laboratory Assistants, Grade III., and assigned the scale Rs. 480—8 of 60—960. We maintain this relative position and assign to this post the salary scale Rs. 480—16 of 30—960 (efficiency bar before Rs. 780) the same as that assigned by us to Laboratory Assistants, Grade III.

A post of this nature is not recognized for purposes of grant to Assisted English Schools. In fact in Assisted Schools similar posts do not exist. We understand that the Treasury is looking into the question of suppressing this post.

ELEMENTARY EDUCATION.

English.

886. Paragraphs 353 and 354 of Sessional Paper XXVIII. of 1935 indicate the salaries on which teachers in Government Elementary English Schools are at present appointed. Future appointments of English Teachers in Government Elementary English and Bilingual Schools should be made on the salary scales recommended in Part I. of our Report for teachers of Assisted Junior Secondary

and Primary Schools and for primary Classes in Senior Secondary Schools. These scales appear on pages 299 and 305 of Part I. of our Report and are reproduced below for easy reference :

		For Junior Secondary and Primary Schools, for Primary Classes in Senior Secondary Schools and for Eng- lish Staffs of Bilin- gual Schools.		
		Rs.		
Class I. :				
Trained Graduate	}	
Graduate				2,400—3,000
1st Class Trained				5 of 120
Class II. :				
Trained Graduate or 1st or 2nd	}	
Class Honours				1,440—2,400
Graduate of a British University				8 of 120
Graduate	}	
1st Class Trained				1,332—2,100
8 of 96				
Class III. :				
Trained or Graduate	}	
Commercial (approved British				990—1,530
qualification)				8 of 90
2nd Class Certificate				900—1,140
2nd Class Provisionally Trained	}	
London Inter Science or Arts				5 of 48
Class IV. :				
1st Class Drawing	}	
Ceylon Commercial				600—810
3rd Class Certificate				7 of 30
Class V. :				
Certificated	480—588	
			9 of 12	
Senior School Certificate or equivalent qualification	480	

Vernacular.

887. Salary scales of Vernacular teachers are the same whether they are employed in Government or Assisted Schools (Vernacular and Bilingual), and whether they are new entrants or non-new entrants. These scales appear in Appendix 'A' to the Code of Regulations for Assisted Vernacular and Bilingual Schools. In Part I. of our Report we have proposed a set of new scales for application to vernacular teachers appointed to Assisted Schools in future. These scales appear on page 303 of Part I. of our Report. We recommend that vernacular teachers appointed in future to Government Vernacular Schools and to the vernacular staffs of Bilingual Schools should be paid on the same scales of salary. These scales are reproduced below for easy reference.—

		Rs.	
Class I. :			
1st Class Trained	768—1,200
			9 of 48
			636—960
1st Class Certificated	9 of 36
Class II. :			
1st Class Trained	624—960
			8 of 42
			540—780
1st Class Certificated	8 of 30

	Rs.
Class III. :	480—660
2nd Class Trained	6 of 30
	450—558
2nd Class Certificated	6 of 18
Class IV. :	360—432
Third Class Certificated, 2nd Class Provisional Trained	
English Teachers under clause 37d (ii.)	6 of 12
Class V. :	
Certificated teachers	} 360
English Teachers under clause 37d (iii.)	
Senior School Certificate or equivalent qualification	240

888. *Physical Training Instructor.*—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 1,800—120—2,400: the Sessional Paper VIII. of 1934 scale is Rs. 1,440—60—1,800. We assign to this post the salary scale Rs. 1,200—10 of 48—1,680.

889. *Assistant Physical Training Instructors.*—The existing scale of this grade is Rs. 900—60—1,200, the same as that obtaining for Assistant Inspectors of Physical Training. We assign to this grade the same salary as we have assigned to the Assistant Inspector of Physical Training, viz., Rs. 720—4 of 30, 10 of 36—1,200.

TRAINING OF TEACHERS.

Government Training College, Colombo.

890. *Principal.*—The salary history of this post is contained in paragraph 670 of Sessional Paper VIII. of 1934. The pre-Sessional Paper VIII. of 1934, and the Sessional Paper VIII. of 1934 scales of this post are £800—25—900, and Rs. 9,000—600—10,800. These scales are the same as those of the Principal, Royal College. To the post of Principal, Royal College, we have assigned the salary scale Rs. 8,400—6 of 300—10,200 and we assign the same scale to this post.

891. *Vice-Principal.*—In paragraph 985 of Part I. of our Report, we have recommended the suppression of this post. We do not therefore assign a salary scale to it.

892. *Lecturers (General Subjects).*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this grade are Rs. 3,000—200—6,000, and Rs. 2,400—160—4,800 respectively. We assign to this grade the salary scale Rs. 1,800—8 of 150, 5 of 240—4,200, (efficiency bar before Rs. 3,240), which is derived from the scales proposed for teachers in Classes I. and II. of post-primary classes in Senior Secondary and Collegiate Schools.

893. *Instructor, Art and Manual Training.*—The 1922 scale of this post was £500—25—700 and it was held by a European officer. With the retirement of this officer in 1932 the salary of the post was reduced to Rs. 1,200—120—4,200 and a Ceylonese appointed to it. This salary was that obtaining at the time for Assistant Masters (trained) in the Government Training College Practising School. The scale assigned to this post in Sessional Paper VIII. of 1934 is Rs. 1,308—23 of 96—3,516 which is the new-entrant Assisted Schools 'A' scale for trained teachers. We assign to this post the salary scale Rs. 1,260—16 of 90—2,700, which substantially preserves the existing grading of this post.

We understand that when the Technical Schools move to the buildings now occupied by the University College, it would be possible to arrange at the Technical Schools for the students of the Government Training College to receive the necessary instruction in Art and Manual Training. The post of Instructor, Art and Manual Training, would then become superfluous and could be suppressed.

894. *Lecturer, Kindergarten Methods.*—The pre-Sessional Paper VIII. of 1934 scale of this post is £400—25—600, and the Sessional Paper VIII. of 1934 scale is Rs. 3,600—300—5,400. When the holder of this post, a European officer, retired on August 4, 1935, it was decided to reduce the salary to the scale of Lecturers (General Subjects), viz., Rs. 2,400—160—4,800. We have assigned to Lecturers (General Subjects) the salary scale Rs. 1,800—8 of 150, 5 of 240—4,200 (efficiency bar before Rs. 3,240), and we assign the same scale to this post.

895. *Lecturer, Physical Training and Development.*—Provision existed in the Estimates for a part-time Lecturer in Physical Training on a remuneration of Rs. 1,920 per annum. In the 1936-37 Estimates a post of Lecturer, Physical Training and Development, on the salary scale Rs. 2,400—160—4,800, was substituted for the part-time post as it was considered that physical development should be one of the most important subjects in the curriculum of Ceylon schools, and the Training College offered the best means of reaching the schools through the trained teachers. The salary scale Rs. 2,400—160—4,800 is that assigned in Sessional Paper VIII. of 1934 to Lecturers (General Subjects): to this grade we have assigned the salary scale Rs. 1,800—8 of 150, 5 of 240—4,200 (efficiency bar before Rs. 3,240), and we assign the same salary to the post of Lecturer, Physical Training and Development.

896. *Training Masters (Sinhalese).*—The pre-Sessional Paper VIII. of 1934 salary scales of these posts are.—

			Rs.
Head Master	..	..	1,560—180—2,460
			420—36—636
			E.B.
Assistant Masters	..	..	720—60—960
			E.B.
			1,020—60—1,500

In paragraph 676 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres recommended that future entrants to these posts should be placed on the appropriate new entrant Assisted Schools 'B' scale reduced by 16½ per cent. This recommendation applies only to teachers qualified in English. Teachers qualified in Vernacular only continued to receive the scales reproduced above; in 1936 the Director of Education applied to the Treasury for a revision of these scales. The Treasury thereupon authorized the adoption, for application to future appointments of Assistant Training Masters (Sinhalese) at the Government Training College, of the provisions of Clause 60 (c) of the Code of Regulations for Assisted Vernacular and Bilingual Schools: this Clause deals with the remuneration of Training Masters in Assisted Schools and reads:

“ The Assistant Masters will receive salaries according to their qualifications on the scale for Head Teachers in Vernacular Schools. The Head Master will receive a salary, according to his qualifications, on the scale for Head Teachers in Vernacular Schools increased by 50 per cent.”

In Part I. of our Report we have proposed a scheme of salaries for Vernacular teachers in Assisted Schools. In that scheme there are no separate scales for head teachers and for assistants, but head teachers of moderately large schools will receive salary according to their qualifications on the Class I. scales.

We, therefore, assign to Assistant Training Masters (Sinhalese) of the Government Training College, Colombo, the same salaries as we have proposed for vernacular teachers in Class I. of our scheme, viz.

Trained ..	..	Rs. 768—48—1,200
Certificated ..	..	Rs. 636—36—960

The Head Master should receive salary on the above scales increased by 50 per cent. according to his qualifications.

Clause 60 of the Code of Regulations for Assisted Vernacular and Bilingual Schools which deals with grants to Training Schools, contains the following provision:—

“ The scale of salaries for Assistants holding English qualifications shall be that for teachers under scale B in English Schools, according to qualifications. The scale of salaries for Head Teachers (or Principals) holding English qualifications shall be that for teachers under Scale A in English schools, according to qualifications. The grant to the school for teachers with English qualifications in Vernacular training schools shall be the approved salaries of such teachers.”

Our salaries scheme for English teachers in Assisted Schools is constructed on a basis different from that now existing. The basis of remuneration of Training Masters holding English qualifications, therefore, requires revision. We consider

that Assistant Training Masters (Sinhalese), if holding English qualifications, should be paid salary, according to qualifications, on the scale of Class II. teachers in Junior Secondary and Primary schools and the Head Master on the Class I. scale. For easy reference we reproduce these scales below.—

Class I. :				Rs.
Trained Graduate	}			2,400—3,000
Graduate		..	..	5 of 120
1st Class Trained		..	..
Class II. :				Rs.
Trained Graduate or 1st or 2nd Class Honours Graduate of a British University	..	..	..	1,440—2,400
				8 of 120
Graduate	}	..	..	1,332—2,100
1st Class Trained		..	..	8 of 96

If a teacher holding lower qualifications is appointed, the Treasury should be requested to fix an appropriate salary.

897. *Female Superintendent; Assistant Female Superintendent.*—The pre-Sessional Paper VIII. of 1934, and the Sessional Paper VIII. of 1934 scales of these posts are.—

		Pre-Sessional Paper VIII. of 1934 scale.		Sessional Paper VIII. of 1934 scale.
		Rs.		Rs.
Female Superintendent	..	1,800—2,760	..	1,440—2,208
		8 of 120	..	8 of 96
Assistant Female Superintendent	..	600—1,020	..	480—816
		7 of 60	..	7 of 48

In paragraph 987 of Part I. of our Report we stated.—

“ In addition to the supervision of the Hostel, the two Female Superintendents take a few classes in Needlework and Housecraft. The Principal agrees that the Hostel can be looked after by one resident Superintendent if other arrangements are made for the classes in Needlework and Housecraft. We recommend the adoption of this proposal. Arrangements may be made to appoint a part-time Lecturer for Needlework and Housecraft ”.

For the new post of Resident Female Superintendent we assign the salary scale Rs. 840—10 of 36 and 5 of 60—1,500. We consider this salary adequate to recruit a suitable type of officer to this post.

898. *Storekeeper; Head Servant; Agricultural Instructor.*—We have recommended the suppression of these posts in paragraphs 989, 990 and 991 of Part I. of our Report. We do not therefore assign salaries to these posts.

899. *Carpentry Instructor.*—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 960. For reasons stated in paragraph 679 of Sessional Paper VIII. of 1934, the Select Committee on Salaries and Cadres assigned to this post the salary of Rs. 600. We assign to this post the salary scale Rs. 480—12—600.

900. *Part-time Lecturers.*—There are at present 2 part-time Lecturers (Physical Training and Music) on a remuneration of Rs. 960 per annum each. In view of the reduced salaries we propose for teachers, it should be possible to engage part-time Lecturers on a lower rate of remuneration. The Department should, in consultation with the Treasury, fix the rate of remuneration of each part-time lecturer with reference to the amount of work he may be called upon to undertake.

Mirigama Rural Training Centre A.

901. *Superintendent.*—The present scale of this post is Rs. 3,600—150—4,800. We assign to this post, which we presume will be filled by a trained graduate, a

graduate or a 1st Class English trained teacher, the salary scale Rs. 2,400—5 of 120—3,000. If a teacher with lower qualifications is appointed to it, the Treasury should be requested to fix an appropriate salary.

902. *Training Master*.—This master should be paid salary, according to his qualifications, on the scales proposed by us for Training Masters (Sinhalese) of the Government Training College—*vide* paragraph 896 of this Report.

903. *Building Instructor*.—The present scale of this post is Rs. 1,200—120—2,400. We assign to it the salary scale Rs. 720—10 of 42, 10 of 54—1,680 (efficiency bar before Rs. 1,194) which is the same as that assigned by us to the Sub-Inspectors of the Public Works Department. We consider this scale adequate to attract a suitable type of officer to this post.

Kopay Training School (Tamil).

904. *Superintendent*.—The pre-Sessional Paper VIII. of 1934 salary scale of this post is Rs. 3,600—150—4,800 and the Sessional Paper VIII. of 1934 scale is Rs. 2,400—120—4,200. We assign to this post the same salary scale as we have assigned to the post of Superintendent, Mirigama Rural Training Centre, viz., Rs. 2,400—5 of 120—3,000.

905. *Training Masters*.—These teachers should be paid salary according to their qualifications on the scales proposed by us for Training Masters (Sinhalese) of the Government Training College—*vide* paragraph 896 of this Report.

906. *Part-time Lecturer*.—We intend that our recommendation in paragraph 900 of this Report should apply to this post also.

Kandy Training Centre, Weeraketiya, and Batticaloa Rural Training Centres.

907. *Superintendents*.—The Superintendents of these institutions are at present on the salary scale of Rs. 2,400—120—3,600. We consider that these Superintendents should be paid salary according to their qualifications on the following scales.—

Trained Graduate, or 1st or 2nd Class Honours Graduate of a British University	Rs.
.. .. .	1,440—2,400
	8 of 120
Graduate 1st Class Trained	1,332—2,100
	8 of 96

If a teacher possessing lower qualifications is appointed to any of these posts the Treasury should be requested to fix an appropriate salary.

908. *Building Instructor (Kandy Training Centre)*: Rs. 1,200—120—2,400.—To this post we assign the same salary scale as we have assigned to the post of Building Instructor, Mirigama Rural Training Centre A, viz., Rs. 720—10 of 42, 10 of 54—1,680 (efficiency bar before Rs. 1,194).

Government Training College School and Royal Preparatory School.

909. *Assistant Masters*.—Assistant Masters in these institutions should be appointed on the salary scales proposed by us in Part I. of our Report (page 299) for teachers of Junior Secondary and Primary Schools and of primary classes in Senior Secondary Schools. These scales have been reproduced in paragraph 886 of this Report.

TECHNICAL AND INDUSTRIAL EDUCATION.

Ceylon Technical College, Colombo.

910. During the past few years several additions to the staff of the Ceylon Technical College have been made in an endeavour to secure recognition of the College by the London University. It is unnecessary for our purpose to describe in detail these staff changes. We shall only discuss the salaries of the posts appearing in the Estimates for 1938-39.

911. *Principal.*—The Select Committee on Salaries and Cadres in paragraph 691 of Sessional Paper VIII. of 1934 stated.—

“ Prior to October 1, 1933, the scale of this post was £600—30—960; in the 1933-34 Estimates the scale Rs. 6,000—10 of 360—9,600 appeared, the post being vacant at the time that the Estimates were passed. We do not consider the present scale at all adequate for the Principal of the Technical College in its reorganized form. We propose the scale Rs. 9,000—3 of 600—Rs. 10,800 which we have assigned to the Principals of the Royal College and of the Government Training College. We think this an adequate and appropriate scale.

The old scale (£600—30—960) was allied to the general engineering and scientific time scale (£500—2 of 30, 1 of 40, 12 of 30—960), but we see no reason to restore the relative position which then existed; it was not based on any very logical ground so far as we are aware.”

The present Principal is on the salary scale Rs. 9,000—600—10,800. Until it is definitely known that the Technical College has received recognition by the University of London and the scope of technical instruction at the College has on that account expanded, it is not possible to fix a suitable salary scale for the post of Principal. We therefore suggest that when it becomes necessary to find a successor to the present Principal the competent authority should fix a suitable salary, taking into account the responsibilities of the post as then existing, the professional qualifications and experience to be demanded of candidates, and the salaries obtaining for other staff posts of the College.

(a) *Engineering Group.*

912. *Professors in Civil, Mechanical and Electrical Engineering.*—Provision appears for the first time in the Estimates for 1938-39 for 3 posts of Professor on the following salary scales:—

Professor in Civil Engineering	..	..	£1,000—50—1,200
Professor in Mechanical Engineering	..	..	£1,000—50—1,250
Professor in Electrical Engineering	..	..	£1,000—50—1,250

We understand that the strengthening of the staff of the Technical College by the addition of these posts is in pursuance of a scheme of reorganization, the purpose of which is to make it a first rate engineering institution, and to meet the requirements of the University of London in regard to recognition of the College as suitable to prepare students for the B.Sc. (Eng.) degree.

The salaries now provided in the Estimates have been co-related with the salaries obtaining for Provincial Engineers of the Public Works Department. We consider that the salaries of Professors of the Technical College should be co-related with the salaries of Professors of the University College. To Professors of the University College we have assigned the salary scale Rs. 8,400—10 of 300—11,400 and we assign the same scale to these posts.

We assume that these posts will always be filled by persons possessing full professional qualifications, good academic qualifications and several years' experience in teaching advanced students of a recognized engineering college: they will not normally be filled by the promotion of Lecturers.

The salary provided in the 1938-39 Estimates for the post of Professor in Civil Engineering is £50 less in the maximum than the salaries provided for the Professors in Mechanical and Electrical Engineering. There does not appear to be any valid reason for this differentiation. We consider that all the three posts should carry the same rate of remuneration.

913. *Lecturers in Civil, Mechanical and Electrical Engineering.*—The salary provided in the Estimates for 1938-39 for these posts is Rs. 6,840—384 and 420—11,520. This is the Sessional Paper VIII. of 1934 scale of District Engineers of the Public Works Department. We assign to these posts the same salary as we have assigned to Lecturers of the University College, viz., Rs. 5,400—240—7,800. No person should be appointed to these posts unless he possesses

full professional qualifications, good academic qualifications and teaching experience.

914. *Assistant Lecturers in Civil, Mechanical and Electrical Engineering.*—The salary scale appearing in the Estimates for these posts is Rs. 3,600—240 and 300—5,400 which is the Sessional Paper VIII. of 1934 salary scale of Assistant Lecturers of the University College. We retain this grading and assign to these posts the salary scale Rs. 3,000—12 of 180—5,160. We assume that only persons with adequate professional qualifications will be appointed to these posts.

915. *Instructors in Civil, Mechanical, Electrical Engineering, Art-Crafts, Chemistry, Mathematics and Physics.*—The present salary scale of these posts is Rs. 2,400—120—3,600. We assign to these posts the same salary scale as we have assigned to Demonstrators of the University College, viz., Rs. 1,800—150—3,000.

(b) *Academic Group.*

916. *Chief Instructor, Commercial Classes.*—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 3,600—120—4,800. The Select Committee on Salaries and Cadres retained this salary for new entrants to the Public Service. Under the salaries scheme proposed by us in Part I. of our Report the maximum salary a teacher with approved British commercial qualifications could draw is Rs. 1,260—90—1,800. We have assigned this salary to the Assistant Instructor, Shorthand and Typewriting; to the Chief Instructor, Commercial Classes we assign the salary scale Rs. 3,000—10 of 120—4,200. We consider this salary adequate to attract a suitable type of candidate to the post.

917. *Instructor, Motor Mechanism (Rs. 2,400).*—We assign to this post the salary scale Rs. 1,800 which maintains the existing position relative to the salaries we have assigned to other posts of this institution.

918. *Art Masters and Assistant Instructors in Mathematics, Signalling and Shorthand and Typewriting (Rs. 1,320—120—2,520).*—To these posts we assign the salary scale Rs. 1,260—90—1,800. Our reasons for assigning this salary to the Assistant Instructor, Shorthand and Typewriting, is contained in paragraph 916.

919. *Workshop Superintendent.*—The Sessional Paper VIII. of 1934 salary scale of this post is Rs. 1,320, the initial salary of Assistant Instructors. We maintain this relative position and assign to this post a salary of Rs. 1,260.

920. *Carpenter; Mechanic.*—The existing scales of these posts are Rs. 600—8 of 60—1,080. We assign to these posts the salary scale Rs. 480—20 of 24—960.

921. *Blacksmith.*—The existing salary is Rs. 600. We assign to this post the salary scale Rs. 480—10 of 12—600.

ADULT EDUCATION.

922. *Operator for Travelling Cinema.*—The salary of this post is Rs. 600. We propose no change in this salary.

RURAL INDUSTRIAL SCHOOLS.

923. *Industrial Teachers.*—The pre-Sessional Paper VIII. of 1934 salary scale of this grade is Rs. 420—60—840. The Sessional Paper VIII. of 1934 scale is Rs. 360—52—672. We assign to these posts the scale Rs. 360—30—660.

924. *Weaving Teachers: Spinning and Weaving Instructors.*—The existing salary of these posts is Rs. 360. In Assisted Schools the following scales obtain for these teachers:—

Teachers of—	Rs. 300—360
Lace-making, embroidery and dress-making	.. <hr style="width: 100px; margin-left: 100px;"/> 6 of 10
Grass mat weaving, rattan work, basket weaving and spinning	Rs. 270

We assign these Assisted Schools scales to teachers in Government schools.

925. *Superintendent, Central Weaving Institute.*—The pre-Sessional Paper VIII. of 1934 scale is Rs. 1,200—120—1,800 and the Sessional Paper VIII. of 1934 scale is Rs. 960—48—1,440. We assign to this post the salary scale Rs. 900—10 of 36—1,260.

ALLOWANCES.

926. *Pensionable allowance as Secretary, Board of Education, payable to the Chief Instructor, Commercial Classes, Ceylon Technical College, Colombo.*—Rs. 1,200 per annum.—An allowance of Rs. 1,200 per annum was paid to the Chief Instructor, Commercial Classes, Ceylon Technical College, for functioning as Secretary to the Board of Education in addition to his own duties. This officer has since retired and it has been arranged, with the concurrence of the Honourable the Minister for Education, that the Secretary to the Minister should be the Secretary of the Board of Education also. We observe that provision has not been made in the 1939-40 Estimates for this allowance.

927. *Allowance as pay clerk and cashier to Chief Accounts Clerk*—Rs. 600 per annum.—This allowance has now been reduced to the difference between Rs. 3,200 and the salary of the holder of the post. We have already expressed elsewhere our disinclination to support such allowances when the post is held by a senior officer. We are of the opinion that if the post is held by an officer of Class I. or the Special Class of the Clerical Service no allowance should be paid, and that if an Officer in Class II. of the Clerical Service attends to these duties he should be paid some allowance, though not of so large an amount as at present. An allowance of Rs. 360 per annum should be sufficient in such a case.

With regard to the present recipient of the allowance, we have no objection to his continuing to draw it on the existing terms.

928. *Allowance to clerk in charge of Examinations: Rs. 240 per annum.*—The clerk in charge of the Examinations Branch in the Head Office is paid an allowance of a sum equal to the difference between his salary as an officer in Class I. of the Clerical Service and the initial salary of the Special Class. The present holder of the post draws a salary of Rs. 4,260 per annum and the extra allowance he draws is thus fixed at Rs. 240 per annum. The Director agrees that the payment of this allowance should stop when the present holder of the post ceases to be attached to the Examinations Branch.

929. *Non-pensionable allowance to Mr. J. H. de Saram: Rs. 2,400 per annum.*—Mr. J. H. de Saram who had been an Inspector of this Department was appointed in 1929 to the post of Superintendent, Health Education, in the Medical Department, on a salary of £500 to £750 per annum. In 1938 it was decided to revert Mr. de Saram to the Education Department as District Inspector of Schools, Grade I., on the maximum salary of the scale Rs. 4,500—250—6,000.

As Mr. de Saram's salary in the Medical Department was £650 per annum and as the salary of his new post was only Rs. 6,000 per annum, it was decided to pay him a non-pensionable allowance of Rs. 2,400 in order to bring his emoluments to the minimum of the then existing Divisional Inspectors' scale, Rs. 8,400—360—11,280. We have no objection to the payment of such non-pensionable allowance as will bring his emoluments to Rs. 8,400, the present minimum of Divisional Inspector, Grade I., until such time as he may be promoted to that grade.

930. *Commission for collection of School Fees.*—A commission of 5 per cent. is paid to the Head Teachers of English and Bilingual Schools on the amounts collected by them as school fees. The provision in the 1938-39 Estimates is Rs. 6,710. The work for which the commission is paid is done during school hours and the collection of school fees is a part of the normal duties of Head Teachers. Moreover Head Teachers are on special scales of salary which were fixed in relation to the responsible nature of their duties. It is difficult, therefore, to support this extra payment. We recommend that the practice of paying commission for the collection of school fees should be discontinued. The Director agrees with this recommendation.

931. *Non-pensionable allowance to Head Teachers in Double Session Schools.*—An additional non-pensionable allowance of Rs. 60 per annum is paid to Government Head Teachers who are in charge of double-session schools. The payment is an economy measure as :

- (a) it obviates the necessity of appointing two Head Teachers for double-session schools;
- (b) it results in reduction in staff owing to the fact that the number of pupils in such schools which qualifies for a teacher is greater than in single-session schools; and
- (c) it renders unnecessary in many areas the provision of further accommodation, furniture and equipment.

The Head Teacher of such a school has to perform additional duties in that (1) he is required to be present at the opening and the closing of both the sessions, (2) his hours of teaching and supervision must exceed six, (3) he may not absent himself during a session even for meals without the previous approval of the Divisional Inspector, and (4) he is responsible for work, discipline, and attendance registers at both the sessions.

In these circumstances, we agree that the payment of this allowance should be continued so long as double-session schools are a feature of the educational system of the Island.

932. *Allowance to Storekeeper, Ceylon Technical College, Colombo: Rs. 90 per annum.*—This allowance is paid to a clerk who attends to storekeeping duties. We do not consider these duties so arduous as to necessitate an allowance. We recommend the abolition of the allowance with the next change in the holder of the post.

933. *Allowance to Teachers for taking Adult evening Classes.*—A teacher is paid at Rs. 7.50 per mensem, provided he has a class of 20 adults and he conducts evening classes twelve times a month, each session to last two hours. There are at present about 40 schools which are registered for the purpose of adult classes but only in about 25 are classes held. The scheme is bound to extend to a large number of schools and the expenditure is likely to increase considerably. We consider that Rs. 7.50 a month is a liberal allowance for the purpose and recommend the reduction of the allowance to Rs. 6 per mensem.

FEES FOR EXAMINATIONS.

934. Examinations are held for general educational purposes and for entry into most of the Services under Government. Examinations are also held for persons in Government service for promotion from one grade to the other or over efficiency bars in the same grade. The Education Department is generally in charge of these Examinations but a few of the examinations for entry into Government service and for promotion for officers in service are held by the respective Government Departments. Fees in respect of the cost of conducting these examinations, with the exception of a few Departmental examinations, are recovered from the candidates.

935. Examinations are of two categories, viz. :

- (a) External Examinations.
- (b) Internal Examinations.

External Examinations.

936. *Fees Recovered.*—The external examinations include all examinations held in Ceylon on behalf of the London University, Cambridge University and certain other Institutions situated outside Ceylon. In regard to these examinations the Education Department is concerned only with the supervision of the examinations and the recovery of the fees due to the Universities, &c., and to the Department itself to meet local expenses. The Universities pay the Department the cost of conducting Practical examinations and *viva voce* tests in

foreign languages. The fees recovered from candidates are credited to an Examination Fund from which the fees due to the Universities are first paid out. The local expenses of the Examination are then met and the balance is credited to Revenue. In 1937-38 the total fees recovered amounted to about Rs. 370,638 of which a sum of Rs. 250,762 was remitted to the Universities, &c., and Rs. 23,930 credited to Revenue.

937. *Fees to Presiding Examiners and Invigilators.*—The Presiding Examiners and Invigilators are generally Inspectors of the Education Department or Government Teachers and they receive extra remuneration for the examination work. The Presiding Examiners are paid Rs. 10 a day, for all examinations except in the case of the Cambridge Senior Examination where, if the number of candidates in the centre is 100 and over, a fee of Rs. 15 a day is paid. The Invigilators are paid Rs. 7.50 a day for all examinations but an Inspector in receipt of a salary of under Rs. 2,400 per annum and outsiders are paid Rs. 5 a day for examinations other than the Cambridge Senior Examination. The examinations are, in most cases, held on working days within normal working hours and the rates of extra remuneration paid are on the whole generous. The payment of additional remuneration is based on the view that the officers who take part in the supervision of the examination have to work after hours to get through their normal work. The extent of overtime work one is called upon to perform due to an occasional engagement in the examination work cannot in ordinary circumstances be appreciable; but as the examinations are conducted on behalf of external institutions, we do not object to the payment of a reasonable fee to the officers who take part in the supervision at these examinations, but we consider that the rates should be reduced so that a larger sum may be credited to Revenue to cover the full cost of clerical staff and other overhead charges. We recommend a rate of Rs. 7.50 per diem to Presiding Examiners and Rs. 5 per diem to Invigilators.

938. *Fees to local Examiners for Practical Tests.*—The local Assistant Examiners who conduct the Practical Tests at the London University Examinations are paid at Rs. 75 per 3 hour examination and at Rs. 105 per 6 hour examination. The corresponding rates in force in England, we understand, are £2.10s. (about Rs. 33) and £3.10s. (about Rs. 47) respectively. Higher rates are paid in Ceylon because the responsibility as well as the volume of the work undertaken by the local Examiner are greater than in the case of the Assistant Examiner in London. We are informed that in an external examination the preliminary work requires greater care and that reports on individual candidates are required whereas such reports are not required in the case of internal examinations. The Assistant Examiners who conduct the practical tests are generally professors or lecturers of the University College.

We understand that the Director of Education recommended to Government the rates of Rs. 40 for a 3 hour paper and Rs. 75 for a 6 hour paper or two 3 hour papers in one subject, but on the representations of the Principal and Professors of the University College that the suggested rates were not adequate, these rates were not adopted. The rate of Rs. 150 which was in force for the 6 hour paper till last year was, however, reduced to Rs. 105. Compared with the rates paid to the Assistant Examiners in England, the rates paid to the Ceylon Assistant Examiners are, in our opinion, too liberal. We consider that they should be reduced to Rs. 50 for a three hour paper and Rs. 80 for a six hour paper or 2 three hour papers in one subject.

939. *Fees to the local Secretary of the Cambridge Syndicate.*—The Superintendent of Examinations is paid a fee of Rs. 250 per annum for acting as local Secretary of the Cambridge Syndicate. This amount was fixed at a time when two examinations—Senior and Junior—were held in Ceylon on behalf of the Cambridge University. Although the Cambridge Junior Examination was discontinued with effect from 1937, the full fee is still being paid. The Director is of the view that this payment is a bonus to the Superintendent of Examinations for the heavy responsibility placed on him in respect of the various examinations conducted for

all External Examining Bodies. We do not think that there is sufficient justification for any extra payment to the Superintendent of Examinations whose duties are to be in charge of all examinations. We recommend that the fee be reduced to Rs. 150 per annum for the present; it should be discontinued altogether with the next change in the holder of the post.

940. *Fees to Curator, Royal Botanic Gardens.*—The Curator, Royal Botanic Gardens, who supplies specimens for the examination in Botany, is paid a fee of Rs. 100 for the Cambridge Senior Examination and Rs. 30 for the London Matriculation Examination. The rate of Rs. 100 was fixed at a time when there were two examinations, viz., Senior and Junior, conducted for the Cambridge University. Further, the expenses incurred in connection with the Cambridge Examinations are stated to be in excess of the fees recovered. We recommend that the fee for the Cambridge Senior examination be reduced to Rs. 30 which is the same as for the London Matriculation Examination.

941. *Practical Tests for Ceylon Diploma in Education.*—A Ceylon Diploma in Education is awarded to those graduates in Arts or Science who pass the written examination for the Teachers' Diploma of the University of London and also a practical test held locally. In respect of the practical test held locally, the Chief Examiner is paid Rs. 7.50 and the Assistant Examiner Rs. 5 per candidate, the total fee of Rs. 12.50 payable being recovered from the candidate taking the practical test. We consider that at least a portion of the fees recovered should be credited to Revenue. We recommend that the fees payable to the Examiners be reduced as follows.—

Chief Examiner	..	..	..	Rs. 6
Assistant Examiner	..	..	..	Rs. 4

Internal Examinations.

942. The Internal examinations fall under two groups, viz.:

- (a) Examinations conducted by the Education Department, and
- (b) Examinations conducted by other Government Departments.

943. The examinations conducted by the Education Department are of two divisions, viz.:

- (i.) Local education examinations
- (ii.) Government Service examinations.

The fees payable by candidates are recovered in stamps and the expenses in connection with the examinations are met from votes.

944. For the purpose of fixing remuneration to Examiners for setting and marking question papers and for holding oral examinations, the internal examinations held by the Education Department are grouped into 3 classes, viz.—

CLASS I.

1. Ceylon Civil Service
2. Police Probationers
3. Superintendent of Prisons
4. Government Training College Final (English)

CLASS II.

1. Government Training College Final (Vernacular)
2. English Teachers' Certificate Examination
3. Mirigama Rural Training
4. Notarial Preliminary
5. Government Training College Entrance (English)
6. Vernacular Training Schools Final
7. English Teachers' Drawing Certificate
8. General Clerical Examination
9. Government Clerks' and Forest Rangers

10. Junior School Certificate (English)
11. Senior School Certificate (English)
12. Post and Telegraph Learners
13. Dufferin Training Ship
14. Domestic Science Senior
15. Survey Training
16. Stenographers (admission to service)
17. Survey Clerical
18. Electrical Department Clerical
19. Railway Clerical
20. Customs Clerical
21. Postal Clerical
22. Domestic Science Junior.

Class III.

1. Vernacular Teachers' Certificate Examination
2. Government Training College Entrance (Vernacular)
3. Vernacular Teachers' Drawing Certificate
4. Junior School Certificate (Sinhalese and Tamil)
5. Senior School Certificate (Sinhalese and Tamil)
6. Vernacular Pupils' Scholarship.

945. *Examination in Class I.*—The examinations in Class I., with the exception of the Government Training College English Students' Final Examination, are conducted by the Civil Service Commissioners who are paid a fee of £16 in respect of each candidate who sits for the examination. In respect of the Government Training College Final (English) the examiners are paid Rs. 50 for setting each question paper and marking 20 scripts, and 50 cents for marking every script in excess of 20 scripts. For the oral test of the Class I. Examinations a fee of Rs. 2 is paid to each Examiner in respect of each candidate. In the case of the *viva voce* in foreign languages at examinations conducted by the Civil Service Commissioners, a rate of Rs. 5 per candidate is paid to each Examiner. The minimum fee payable in either case has been fixed at Rs. 25 to each Examiner. We do not recommend any reduction in the rate of fees as the number of candidates sitting for these examinations is not large. We consider it desirable, however, to fix a maximum fee payable to the Examiners for the oral examination and recommend that it should be fixed at Rs. 100.

946. *Examinations in Class II.*—In respect of the Examinations in Class II., the Examiners are paid a fee of Rs. 20 for setting one question paper and marking 20 scripts and an extra fee of 25 cents for every additional script in certain specified subjects and a fee of Rs. 30 with 40 cents for every script in excess of 20 scripts in the other subjects. For Needlework and Hygiene, half the rates fixed for the unspecified subjects are payable.

In the case of the General Clerical Examination, payment for the General Paper is made at the following rates:

Part A	..	Rs. 20 for setting one paper and marking 20 scripts. 15 cents for marking each additional script.
Parts B and C	..	Rs. 30 for setting one paper and marking 20 scripts. 30 cents for marking each additional script.

In view of the fact that the number of candidates sitting for these examinations is fairly large we consider that the rate for marking scripts in excess of 20 scripts should, at least in certain cases, be reduced. We recommend that the rates of 25 cents and 40 cents referred to above should be reduced to 15 cents and 30 cents respectively.

947. *Examinations in Class III.*—In respect of the examinations in Class III. the Examiners are paid a fee of Rs. 10 for setting one question paper and marking 20 scripts and a fee of 15 cents for every additional script in certain specified subjects (Essay, Drawing, Writing, Dictation, Copy setting and Needlework) and a fee of Rs. 20 and 15 cents respectively for each paper on other subjects. In

view of the fact that the number of candidates sitting for these examinations is large we recommend that the rate for making scripts in excess of 20 be reduced to 10 cents.

948. *Fees for Oral Examinations in Classes II. and III.*—In Class II. and Class III. Examinations, each Examiner taking part in the Oral Examinations is paid at the rate of Re. 1 (English) or 50 cents (Vernacular) for each candidate, with a minimum of Rs. 15. We understand that the two officers who generally hold the oral examinations received fees exceeding Rs. 500 each in respect of certain examinations. We consider that the maximum fee payable in these cases should be fixed and recommend that it should be Rs. 100. It may be observed that the fee payable to the Presiding Examiners at the Oral Examination for the Government Clerks' and Forest Rangers' Examination is only Rs. 50. The maximum fee of Rs. 100 that we recommend should also apply to the Government Clerks' Examinations in Sinhalese and Tamil Reading, Writing, Interpretation and Conversation and to all other oral tests where the fee paid is according to the number of candidates.

949. *Fees to Moderators.*—In respect of certain local educational examinations, viz., Junior School Certificate (English and Vernacular), Senior School Certificate (English and Vernacular), Teachers' Certificate (English and Vernacular), Teachers' Drawing Certificates (English and Vernacular), Training School's Final, and the Domestic Science Certificate Examination, the examination papers are moderated by a Board of Moderators who are paid fees at the following rates.—

- (a) Rs. 15 to each Moderator when one paper is moderated;
- (b) Rs. 22.50 to each Moderator when two subjects or two papers of at least one hour each are moderated;
- (c) Rs. 30 to each Moderator when three subjects or three papers of at least one hour each are moderated;
- (d) Rs. 5 to each Moderator for each additional subject or paper of at least one hour;
- (e) Rs. 20 to each Moderator for moderating all papers at the Teachers' Drawing Certificate Examination.

We consider that the fees under (a), (b) and (c) could be reduced, and recommend the rates of Rs. 12, Rs. 18 and Rs. 24 in place of Rs. 15, Rs. 22.50 and Rs. 30, respectively.

950. *Fees to Chief Examiner.*—Besides the payments to Examiners and Moderators, the Chief Examiner is also paid fees for issuing instructions to Examiners, reviewing scripts and compiling the final report and for final reassessment of border line cases. The rates are as follows.—

- (1) Inclusive Fee for issuing instructions reviewing scripts and compiling the final report.

			Rs. c.
500 candidates and under	..	..	15 0
750 candidates and under	..	..	22 50
1,000 candidates and under	..	..	30 0
1,500 candidates and under	..	..	37 50
2,000 candidates and under	..	..	45 0
2,500 candidates and under	..	..	52 50
3,000 candidates and under	..	..	60 0
Every additional 500 or part thereof	..	..	7 50

- (2) For final reassessment of border line cases, 40 cents for each re-marked not to exceed one tenth of the number of papers marked by each sub-examiner.

These rates were fixed in consultation with the Treasury so recently as in 1937, and we do not recommend their revision at present.

951. *Junior Domestic Science Examination.*—An Inspectress of Schools is paid a fee of Rs. 3 per candidate for conducting the Junior Domestic Science Examination at the annual inspections of certain schools. The payment is made on the understanding that the setting and correction of papers are done out of office hours. We consider that this work should be regarded as part of the normal

duties of the Inspectress. If, however, it is decided to continue the payment of a fee, we consider that it should be limited to a specified amount in respect of each school. We recommend a fee of Re. 1 for each candidate examined with a maximum fee of Rs. 30 for a school where such examination is held.

952. *Fees for supervising Government Service Examinations.*—Besides payment of fees for setting question papers and marking scripts, expenses are also incurred by the Education Department in the supervision of the examinations. In respect of the local educational examinations no fees are paid to Departmental Inspectors who preside or invigilate at the examinations as this is regarded as part of their normal duties. They are, however, paid fees when presiding or invigilating at the Government Service Examinations. The Presiding Examiners are paid at Rs. 10 a day and Invigilators at Rs. 5 except in the case of Inspectors in receipt of a salary of Rs. 2,400 and over who are paid Rs. 7.50 a day. As these examinations are held on behalf of Government and as it is not in every case that a fee is recovered from the candidates, we are of the opinion that the services of these Government Officers should be made available without extra remuneration. In cases where such work involves exceptionally long hours of work and the Department considers an extra payment justified, there should be no objection to the payment of a fee but the rates should be reduced to Rs. 6 to Presiding Officers, and Rs. 4 to Invigilators.

953. *Fees for Departmental Examinations.*—There does not appear to be any uniform practice in regard to the payment of fees for setting question papers, &c., for examinations held by certain Government Departments to test the proficiency of the departmental officers in certain specified subjects or, in a very few cases, for selection of candidates for entry into service. Some departments pay fees for such work while others do not. In respect of the Irrigation Inspectors' Examination, conducted by the Irrigation Department, a fee of Rs. 10 per candidate is paid for examination in Surveying and Levelling, and Rs. 10 per candidate for the rest of the examination. In the Public Works Department a fee of Rs. 350 is paid on a *pro rata* basis for setting and correcting of papers in the three departmental examinations held for officers for promotion to the grades of Assistant Engineer, Inspector and Sub-Inspector. No payment is made in respect of typewriting tests held for clerks. In certain departments officers who give a course of lectures to the other officers of the Department on Departmental matters receive a fee.

We consider that, as a rule, officers should be prepared to train or examine departmental officers without additional fees. We are of the opinion that such work does not generally involve any really substantial hours of overtime work in excess of normal. Government must adhere unswervingly to the principle that it is entitled to call without additional payment for all the services which an officer is capable of performing within normal hours. If, however, owing to the voluminous and specialised nature of the work one is required to spend an appreciable number of extra hours, a reasonable amount may be paid with the specific sanction of the Treasury in each case.

OTHER FEES.

954. In regard to the fees recovered by the Education Department for issuing duplicates of Certificates, searching and supplying copies of correspondence, &c., the Director has proposed the following.—

(a) *For issue of duplicates of Certificates.*—A fee of Re. 1 is recovered for the issue of certificate and it is paid to the clerk who copies it. A fee of 50 cents should be paid to the clerk who copies the Certificate and the balance of 50 cents credited to revenue.

(b) *For issue of duplicates of Teachers' Certificates.*—A fee of Re. 1 is recovered at present for the issue of duplicates and is paid to the clerk who attends to the work. As this work can be done during office hours, the whole fee should be credited to Revenue.

(c) *For issue of detailed results.*—In the case of English Examinations a fee of 50 cents is recovered for the issue of detailed results: the clerk is paid 25 cents and the balance of 25 cents is credited to Revenue. In the case of Vernacular examinations a fee of 25 cents is recovered of which a sum of 12½ cents is paid to the clerk. It is recommended that the fee payable to the copying clerk should be limited in either case to 12½ cents.

(d) *Searching and supplying copies of correspondence.*—The full fee is at present paid to the clerks. Half of the fees recovered for searching and supplying copies of correspondence, Annual Returns, &c., should be paid to the officers doing the work as it is not possible to arrange for this work to be done during office hours and the other half credited to Revenue.

We accept the Director's recommendations.

CHAPTER LXXVI.

HEAD 69.—UNIVERSITY COLLEGE.

955. *Principal.*—The pre-Sessional Paper VIII. of 1934 scale of this post is £1,500—50—2,000. For reasons stated in paragraph 711 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres assigned to this post the salary scale Rs. 18,000—900—19,800 which is the same as that assigned by that Committee to Class I., Grade I., of the Civil Service. We have assigned to Class I., Grade I., of the Civil Service a fixed salary of Rs. 18,000 per annum and we assign the same salary to this post.

956. *Professors, Lecturers and Assistant Lecturers.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these grades are:—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales. Ra.
Professor	£800—1,150	9,600—13,200
	5 of 40, 3 of 50 £500—700	5 of 480, 2 of 600 6,000—8,400
Lecturer	8 of 25 £300—500	8 of 300 3,600—5,400
Assistant Lecturer ..	10 of 20	5 of 240, 2 of 300

We assign to these posts the following scales of salary which are appropriate relative to the salaries we have assigned to comparable grades of the Public Service:—

	Ra.
Professor	8,400—11,400
	10 of 300 5,400—7,800
Lecturer	10 of 240 3,000—5,160
Assistant Lecturer ..	12 of 180

957. *Librarian.*—The salary history of this post is contained in paragraph 715 of Sessional Paper VIII. of 1934. The Select Committee on Salaries and Cadres graded this post with Assistant Lecturers and assigned to it the salary scale

Rs. 3,600—5 of 240, 2 of 300—5,400 (Efficiency Bars before Rs. 4,080 and Rs. 4,800). We maintain the same grading and assign to this post the salary scale Rs. 3,000—12 of 180—5,160 (Efficiency Bar before Rs. 3,720 and Rs. 4,440).

The Select Committee on Salaries and Cadres recommended that the nature of the efficiency bars before Rs. 4,080 and Rs. 4,800 should be determined by Government in consultation with the Principal, University College. In our scale we have placed efficiency bars before Rs. 3,720 and Rs. 4,440. Government should decide what extra qualifications the holder of this post should acquire for surmounting these efficiency bars.

958. *Library Assistant (senior post)*.—The salary history of this post is contained in paragraph 716 of Sessional Paper VIII. of 1934. The Select Committee on Salaries and Cadres assigned to it the salary scale Rs 720—60—1,620. In the Estimates for 1938-39 provision for this post appears on the salary scale Rs. 1,600—100—2,200. We assign to this post the salary scale Rs. 1,356—36—1,680 which is the same as that assigned by us to Grade I. of the General Clerical Class of the reconstructed General Clerical Service. We consider this grading appropriate to this post.

959. *Library Assistant (junior post)*.—The present salary scale of this post is Rs. 480—30—1,200 which is the Sessional Paper VIII. of 1934 salary scale of clerks in Class III. of the General Clerical Service. We assign to this post the salary scale Rs. 480—30—1,320 (Efficiency Bar before Rs. 900). The Principal, University College, should, in consultation with the Treasury and the Deputy Chief Secretary, settle the scope of the examination, if any, to be associated with the efficiency bar before Rs. 900.

960. *Tutors*.—This is a new grade introduced in the Estimates for 1938-39. The salary assigned to this grade is Rs. 1,800. We recommend no change.

961. *Demonstrators*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of this grade are Rs. 3,000—120—4,440 and Rs. 2,400—96—3,552 respectively. We assign to this grade the salary scale Rs. 1,800—150—3,000, which is the same as that proposed by us for Honours graduates in Collegiate Schools.

962. *Skilled Mechanic*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this post are Rs. 2,520—150—3,420 and Rs. 2,040—120—2,760 respectively. We assign to this post the salary scale Rs. 1,740—8 of 90—2,460, which is a segment of our salary scale for Inspectors of the Public Works Department.

ALLOWANCES.

963. *Allowance to Registrar: Rs. 3,600 per annum*.—This allowance is drawn by a Lecturer of the University College who performs the functions of Registrar in addition to his duties as a Lecturer. We understand that provision exists in the University Scheme for a full-time Registrar. Until such time as the University is established we consider an allowance necessary and justified but the amount is in our opinion excessive. We recommend that it should be reduced to Rs. 1,800 per annum if a change in the holder of the post occurs before the establishment of the University and the appointment of a full-time Registrar.

964. *Allowances to 4 Research Assistants*.—A sum of Rs. 7,200 has been provided in the Estimates for 1938-39 to pay 4 Research Assistants at Rs. 150 per mensem. We understand that no expenditure has been incurred in 1938-39 as, at the moment, there is no one eligible to draw the allowance. In the interests of the furtherance of research work which is so essential to an institution of this nature, we do not propose any reduction of the amount provided.

965. *Allowances to Demonstrators*.—Although this expenditure is shown under Allowances, it represents the monthly salaries of Demonstrators appointed on a temporary basis. We have no objection to the continuance of these allowances.

CHAPTER LXXVII.

HEAD 70.—ARCHÆOLOGICAL DEPARTMENT.

966. *Archæological Commissioner: Epigraphical Assistant.*—The salary history of these two posts are contained in paragraphs 725 and 726 of Sessional Paper VIII. of 1934. The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are.—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales. Rs.						
Archæological Commissioner ..	£900—1,200	12,000—15,000						
	50 Rs.	500						
Epigraphical Assistant ..	<table border="0" style="margin-left: auto; margin-right: auto;"> <tr><td style="border-left: 1px solid black; border-right: 1px solid black; padding: 0 5px;">3,000—3,600</td></tr> <tr><td style="border-left: 1px solid black; border-right: 1px solid black; padding: 0 5px;">1 of 600</td></tr> <tr><td style="border-left: 1px solid black; border-right: 1px solid black; padding: 0 5px;">4,500—7,000</td></tr> <tr><td style="border-left: 1px solid black; border-right: 1px solid black; padding: 0 5px;">10 of 250</td></tr> </table>	3,000—3,600	1 of 600	4,500—7,000	10 of 250	<table border="0" style="margin-left: auto; margin-right: auto;"> <tr><td style="border-top: 1px solid black; border-bottom: 1px solid black; padding: 0 5px;">3,000—6,600</td></tr> <tr><td style="padding: 0 5px;">15 of 240</td></tr> </table>	3,000—6,600	15 of 240
3,000—3,600								
1 of 600								
4,500—7,000								
10 of 250								
3,000—6,600								
15 of 240								

967. In paragraph 1078 of Part I. of our Report we stated.—

“ The Archæological Commissioner informed us that most of the ancient monuments at Anuradhapura, Mihintale, Polonnaruwa and Sigiriya have been put into a good state of repair and that on his retirement in two years' time, the posts of Archæological Commissioner and Epigraphical Assistant can be combined. We accept this view .”

To the combined post we assign the salary scale Rs. 9,120—8 of 360—12,000: we have assigned the same scale to the Government Analyst and to the Director, Colombo Museum.

968. *Draughtsmen.*—The Estimates for 1938-39 provide for 4 Draughtsmen on the following scales of salary :

Class I.—

1 at Rs. 3,000—120—4,080
1 at Rs. 2,400—100 & 120—3,600

Class II.—

2 at Rs. 900—120—2,820

969. The Select Committee on Salaries and Cadres assigned to these posts the following scales of salary :

Class I.—

	Rs.
2 at	2,568—3,408
	7 of 120

Class II.—

2 at	720—2,448
	16 of 108

970. In paragraph 1079 of Part I. of our Report we stated.—

“ Present strength Class I.: 2, Class II.: 2. The Salaries and Cadres Commission (Sessional Paper XVI.—1932) recommended that the number of draughtsmen might be reduced to two:—one Class I. and one Class II. The Select Committee of the State Council considered that the retention of all the four posts was justified under the conditions then existing. Since most of the conservation work has been completed, the Archæological Commissioner has agreed with us that two draughtsmen would be sufficient. One officer has just retired and the junior draughtsman should be transferred to another Department. The two remaining posts should be graded in Class I. and the other in Class II.”

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971. Since we made the above recommendation we have decided to recommend the reconstruction of all the Draughtsman's Services on the same principles as those recommended for the General Clerical Service. We therefore propose for the 2 remaining draughtsmen of this Department the following scheme:—

Class II.—					Rs.
Grade II.	..	..	..	..	480—1,260
					26 of 30
					(Efficiency Bar before Rs. 900)
Grade I.	..	..	..	..	1,296—1,620
					9 of 36
Class I.	..	..	..	..	900—2,280
					10 of 48, 15 of 60 (E. B. before Rs. 1,560)

The Archæological Commissioner should in consultation with the Treasury and the Deputy Chief Secretary settle the scope of the examinations, if any, to be associated with the efficiency bars, the conditions governing promotion from grade to grade and class to class and the distribution of numbers among the various grades. (In a small service like this such distribution cannot be laid down in advance; it should be fixed on an equitable basis).

972. *Chief Clerk.*—This post will in future be filled by a member of the General Clerical Service (*vide* paragraph 723 of Sessional Paper VIII. of 1934). We do not therefore assign a salary to it.

973. *Stores Clerk.*—The present salary of this post is Rs. 480—30—1,200. We propose for this post the salary scale Rs. 480—30—1,260 (E.B. before Rs. 900). The Archæological Commissioner should in consultation with the Treasury and the Deputy Chief Secretary settle the scope of the examination, if any, to be associated with the efficiency bar.

974. *Librarian.*—The Archæological Commissioner is prepared to release the Librarian for transfer to another department—*vide* paragraph 1080 of Part I. of our Report. We do not therefore assign a salary scale to this post.

975. *Photographer.*—The pre-Sessional Paper VIII. of 1934 salary scale of this post is Rs. 840—60—1,200. The Select Committee on Salaries and Cadres for reasons stated in paragraph 729 of Sessional Paper VIII. of 1934 retained this salary for Ceylonese new entrants to the Public Service. We assign to this post the salary scale Rs. 540—24 of 80—1,260 (E. B. before Rs. 900).

976. *Assistant Photographer.*—(Rs. 600—30—900).—We stated in paragraph 1081 of Part I. of our Report.—

“ Present strength—two photographers. In the 1934-35 Estimates there was provision for only one photographer and the Select Committee on Salaries and Cadres also recommended only one post for the permanent cadre. The Archæological Commissioner is prepared to release one. We accept this ”.

As the post of Assistant Photographer will be retrenched, we do not assign a salary to it.

977. *Extra Clerk.*—This employee is on daily pay. We do not in this Report deal with the remuneration of daily paid employees.

978. *Overseers.*—These employees were prior to October 1, 1937, on daily rates of pay. A scheme based upon the scheme for Registered Overseers of the Public Works Department was adopted for these Overseers with effect from October 1, 1937. Rates of pay sanctioned under this scheme are:—

				Per Mensem.
				Rs.
Class I.	..	..	..	130
Class II.	..	..	..	120
Class III.	..	..	..	110
Class IV.	..	..	..	100
Class V.	..	..	..	90
Class VI.	..	..	..	80
Class VII.	..	..	..	70
Class VIII.	..	..	..	60
Class IX.	..	..	..	50

We assign to these employees the following rates of pay:—

				Per Mensm. Rs.
Class I.	..	..	..	80
Class II.	..	..	..	75
Class III.	..	..	..	70
Class IV.	..	..	..	65
Class V.	..	..	..	60
Class VI.	..	..	..	55
Class VII.	..	..	..	50
Class VIII.	..	..	..	45
Class IX.	..	..	..	40

If and when this scheme is approved, the Archæological Commissioner should in consultation with the Treasury fix lower rates of pay to daily paid overseers of his Department.

ALLOWANCES.

979. *Binding allowance to one peon; Rs. 48 per annum.*—We are of the opinion that there is no justification for the payment of a binding allowance to one of the peons; this work should be regarded as part of the normal duties of minor employees. The Archæological Commissioner agrees to the allowance being withdrawn and proposes to distribute the binding work amongst all the peons.

CHAPTER LXXVIII.

HEAD 71.—COLOMBO MUSEUM.

980. *Director.*—The pre-Sessional Paper VIII. of 1934 salary scale of this post is £900—50—1,200. The Director, Colombo Museum, is also the Marine Biologist at present. The Select Committee on Salaries and Cadres (*vide* paragraph 735 of Sessional Paper VIII. of 1934) assumed that this combination of posts would continue and assigned to the post of Director the salary scale Rs. 10,800—6 of 600—14,400. It has recently been decided to separate the posts of Director, Colombo Museum, and Marine Biologist. We assign to the post of Director, Colombo Museum, the salary scale Rs. 9,120—8 of 360—12,000, which is the same as that assigned by us to the Government Analyst and the Archaeological Commissioner.

981. *Assistant in Systematic Entomology.*—The pre-Sessional Paper VIII. of 1934 salary scale of this post was £300—15—450. It was raised to £450—25—600 with effect from October 1, 1935. The Sessional Paper VIII. of 1934 scale is Rs. 4,200—360—6,360 which is the same as that of Assistant Engineers, Grade I. We do not disturb this relative salary position and assign to this post the scale Rs. 3,300—15 of 180—6,000 (Efficiency Bar before Rs. 4,560).

982. *Assistant in Ethnology; Probationer in Ethnology.*—A Sub-Committee of the Executive Committee of Education appointed to inquire into the organization of the Colombo Museum recommended, *inter alia*,—

- (1) the appointment without delay of an Ethnological Assistant, and
- (2) a Ceylonese Probationer to understudy the Ethnologist.

These recommendations were approved by the Executive Committee of Education and provision made in the Estimates for 1934-35 for the following posts:—

Assistant in Ethnology	..	..	..	Rs. 7,500
Probationer in Ethnology	..	..	Rs. 2,700/Rs. 3,200—200—6,000	

The post of Assistant in Ethnology was advertised locally and in England and eleven Ceylonese candidates applied for it, but none of them had the required field and research experience for the post. The State Council thereupon agreed to the recruitment of an officer from abroad on a 5-year engagement on a salary within

the scale £500—2 of 30, 1 of 40, 12 of 30—960. The salary scale £500—960 is the pre-Sessional Paper VIII. of 1934 salary of Research Staff Officers of the Department of Agriculture. To these officers we have assigned the salary scale.—

Rs. 3,300—6,000
15 of 180
(Efficiency Bar before Rs. 4,560)
Efficiency Bar
Rs. 6,240—9,600
14 of 240
(Efficiency Bar before Rs. 8,400)

We assign the same scale to this post.

To the Probationer in Ethnology we assign the same salary scale as we have assigned to Probationers in the Department of Agriculture, viz., Rs. 2,400—5 of 120—3,000.

983. *Secretary and Librarian.*—The Select Committee on Salaries and Cadres in paragraph 737 of Sessional Paper VIII. of 1934 stated.—

“ The present salary of this post is Rs. 3,000 per annum; it is discussed fully in paragraph 834 of Sessional Paper XLVIII. of 1928. We agree with the conclusion recorded in that paragraph that this salary is inadequate. We understand that various applications for its revision have been rejected on the grounds that the Government could not undertake the correction of anomalies piecemeal, and that they should be corrected when a general revision of salaries was made. It is necessary for the Librarian to possess a knowledge of Dutch, Portuguese, and Sinhalese, and to be thoroughly familiar with the contents of his library. We consider the salary scale Rs. 3,600—5 of 240, 2 of 300—5,400, the scale assigned by us to Assistant Lecturers of the University College, a suitable one for this post. We have assigned the same scale to the Librarian of the University College; we consider these two posts of Librarian of similar status, and think that the same salary scale should be attached to each.”

To Assistant Lecturers of the University College we have assigned the salary scale Rs. 3,000—12 of 180 (efficiency bars before Rs. 3,720 and Rs. 4,440)—5,160, and we assign the same scale to this post.

The Sessional Paper VIII. of 1934 scale of this post has efficiency bars before Rs. 4,080 and Rs. 4,800. The Select Committee on Salaries and Cadres recommended that before promotion over the first efficiency bar the officer should be required to furnish proof of a thorough working knowledge of Sinhalese: and before promotion over the second efficiency bar of a thorough knowledge of either Dutch or Portuguese. We place in our scale efficiency bars before Rs. 3,720 and Rs. 4,440, and impose the same conditions as proposed by the Select Committee for surmounting them.

984. *Assistant Librarians.*—There are now three posts of Assistant Librarian on the following scales of pay.—

			Pre-Sessional Paper VIII. of 1934 Scales.		Sessional Paper VIII. of 1934 scales.
1 at	..	..	Rs. 600—1,500	..	Rs. 1,200—2,376
			75		14 of 84
					(Efficiency bars before 1,620 & 2,040)
1 at	..	..	—	..	Rs. 600—1,500
					75
1 at	..	..	—	..	Rs. 480—1,200

To these posts we assign the following scales of salary.—

Chief Assistant .. .. .	..	..	..	Rs. 1,356—9 of 36—1,680 (Efficiency Bar before 1,500)
Others .. .. .	..	..	..	Rs. 480—30—1,320 (Efficiency Bar before 900)

In the Sessional Paper VIII. of 1934 scale of the post of Chief Assistant Librarian there are two efficiency bars with the following conditions:—

“ Before promotion over the first efficiency bar the officer should be required to furnish proof of a thorough knowledge of Sinhalese: and before promotion over the second efficiency bar of a thorough knowledge of Sinhalese and Pali.”

In our scale we have placed only one efficiency bar. We recommend that before appointment to this post a candidate should be required to furnish proof of a thorough knowledge of Sinhalese and before promotion over the efficiency bar of a thorough knowledge of Sinhalese and Pali. In the scale of the other Assistants we have placed an efficiency bar before Rs. 900: the Director, Colombo Museum, should, in consultation with the Treasury and the Deputy Chief Secretary, settle the scope of the examination, if any, to be associated with this efficiency bar.

985. *Taxidermists*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of these posts are—

		Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.
1 at .. .. .	..	..	..
2 at .. .. .	..	..	..
		Rs. 1,500—100—3,000	Rs. 1,200—80—2,400
		Rs. 480—72—1,200	Rs. 480—30—1,200

We assign to these posts the following scales of salary:—

1 at .. .. .	..	..	..	Rs. 1,356—36—1,680 (Efficiency Bar before 1,500)
Others at .. .. .	..	..	..	Rs. 480—30—1,320 (Efficiency Bar before 900)

986. *Draughtsman*.—In paragraph 1101 of Part I. of our Report we recommended the suppression of this post. But, later, on representations made by the Acting Director of the Museum, we agreed to the retention of the post of Draughtsman on condition that one of the Taxidermists is released. In the event of the post of Draughtsman being retained, we propose the following scheme.—

			Rs.
Class II.:			480—1,260
Grade II.	..	..	..
			25 of 30
			(E.B. before Rs. 900)
			1,296—1,620
Grade I.	..	..	..
			9 of 36
			900—2,280
Class I.	..	..	..
			10 of 48, 15 of 60
			(E.B. before Rs. 1,560)

The Director of the Museum should, in consultation with the Treasury and the Deputy Chief Secretary, settle the scope of the examinations, if any, to be associated with the efficiency bars, the conditions governing promotion from grade to grade and class to class.

987. *Preparation Assistants*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are Rs. 480—48—1,200 and Rs. 480—30—1,200 respectively. We assign to these posts the salary scale Rs. 480—30—1,320 (efficiency bar before 900).

988. *Gardener*.—The present salary scale of this post is Rs. 360—12—480 (*vide* paragraph 742 of Sessional Paper VIII. of 1934). We do not propose any change in this salary.

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989. *Inspector of Watchers.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scale of this post is Rs. 450—36—810. We assign to it the salary scale Rs. 420—30—780.

990. *Collector of Specimens.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of Collectors of Specimens are—

			Pre-Sessional Paper VIII. of 1934 Scales.		Sessional Paper VIII. of 1934 Scales.
1 at	..	..	Rs. 600—30—750	..	Rs. 480—24—600
4 at	..	..	Rs. 300—15—450	..	Rs. 300—12—408

We assign to these posts the following scales:—

1 at	..	..		..	Rs. 438—18—600
4 at	..	..		..	Rs. 300—12—420

991. *Caretaker of Live Animals.*—The Sessional Paper VIII. of 1934 salary of this post is Rs. 300—12—408. We assign to this post the salary scale Rs. 300—12—420.

992. *Clerk in Charge, Kandy Museum.*—The present and the new-entrant scales of this post are Rs. 900—180—1,440 and Rs. 720—108—1,260 respectively. We assign to this post the salary scale Rs. 480—30—1,320 (efficiency bar before Rs. 900).

ALLOWANCES.

993. *Allowance to Clerk for work in connection with the Publication of "The Ceylon Journal of Science"*—Rs. 120 per annum.—This allowance is drawn by a clerk attached to the Fisheries Department. We are not satisfied that the work is so heavy as to necessitate the payment of an allowance. The clerk is in charge of the correspondence, &c., in connection with the publication and attends to the issue of one section of the publication, viz., *Spolia Zeylanica*, thrice a year to about 170 addressees: the other sections are published much less frequently. We are of the opinion that the work in connection with the publication and distribution of "The Ceylon Journal of Science" should be attended to by the Museum Staff and regarded as part of their normal duties.

We recommend that this arrangement be put into effect with the transfer of the present recipient of this allowance, when the Fisheries Department is moved to its new quarters at Galle Face; the allowance should then be discontinued.

CHAPTER LXXIX.

HEAD 72.—MINISTER FOR COMMUNICATIONS AND WORKS.

994. All the posts under this Head fall within some general category which has already been dealt with.

CHAPTER LXXX.

HEAD 73.—COLOMBO PORT COMMISSION.

GENERAL ADMINISTRATION.

995. *Secretary.*—This post is at present held by a Civil Servant. For the reasons stated in paragraph 748 of Sessional Paper VIII. of 1934, the Select Committee on Salaries and Cadres did not assign a salary to this post. We anticipate that this post will continue to be filled by a Civil Servant; therefore, we do not assign a special salary to it.

996. *Assistant Secretary*.—In 1932 a scheme of "Retrenchment and Re-organization in the Colombo Port Commission" was adopted—*vide* paragraph 384 of Sessional Paper XXVIII. of 1935. In this scheme provision was made for an Assistant Secretary. The post was created, however, only in 1934-35 on the salary scale—Rs. 2,700 (probationary period of two years); Rs. 3,600—300—6,900. We assign to this post the salary scale—

While on probation	..	Rs. 2,400—5 of 120—3,000
		(Efficiency Bar)
On confirmation	..	Rs. 3,300—15 of 180—6,000
		(Efficiency Bar before Rs. 4,560)

which is appropriate relative to the salaries we have assigned to comparable posts in the Public Service.

997. *Invoice Clerk (Rs. 1,800—75—2,400)*.—This post will be filled by a member of the General Clerical Service—*vide* paragraph 751 of Sessional Paper VIII. of 1934.

998. *Overseer*.—The pre-Sessional Paper VIII. of 1934, and the Sessional Paper VIII. of 1934 scales of this post are: Rs. 480—60—720, and 420—30—600, respectively. We propose no change in the Sessional Paper VIII. of 1934 scale.

999. *Head Watcher*.—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 546; the Sessional Paper VIII. of 1934 scale is Rs. 442; we propose no change.

MASTER ATTENDANT'S DEPARTMENT.

1000. *Master Attendant, Deputy Master Attendant, Pilots*.—The pre-Sessional Paper VIII. of 1934 scales of these posts are.—

Master Attendant	..	..	£900—40—1,100
Deputy Master Attendant	..	..	£650—30—800
Pilots	..	..	£600—25—800

The Select Committee on Salaries and Cadres did not assign salary scales to these posts, as it was improbable that suitably qualified Ceylonese would be available to fill them for a number of years—*vide* paragraphs 754 and 755 of Sessional Paper VIII. of 1934. For the same reason, we do not assign salary scales to these posts.

1001. *Signallers*.—Prior to 1932 the Signalling Staff of the Master Attendant's Department consisted of.—

1 Head Signaller	..	..	Rs. 1,440
2 Leading Signallers	..	..	Rs. 924—60—1,224
9 Signallers	..	..	Rs. 504—60—1,104

During the period of depression, the two posts of Leading Signaller were suppressed as a measure of retrenchment, and the salary of the Head Signaller was reduced from Rs. 1,440 to Rs. 1,300. The Select Committee on Salaries and Cadres assigned to Signallers the following scales.—

1 Head Signaller	at Rs. 1,200.
Others	at 480—48—960.

On a representation made by the Chairman, Colombo Port Commission, in 1936, the Treasury authorized the adoption of the following scheme for Signallers, and the inclusion of provision in the Estimates for 1937-38 to give effect to it.—

		Non New Entrant Salary. Rs.		New Entrant Salary. Rs.
1 Head Signaller	..	1,300	..	1,200
2 Leading Signallers	..	1,224	..	1,080
		504—1,164		480—960
7 Signallers	..	60	..	48

This scheme is in force from October 1, 1937.

We assign to Signallers the salary scale Rs. 480—30—960. We propose no change in the salaries of the Head Signaller (Rs. 1,200), and the Leading Signallers (Rs. 1,080).

1002. *Head Serang, Leading Serang, Serang, Head Coxswain, Coxswains, &c.*—The pre-Sessional Paper VIII. of 1934 scales of these posts and grades are.—

				Rs.
Head Serang	..	..	..	1,050
Leading Serang	..	..	..	948
Serangs	..	..	..	840
Head Coxswain	..	..	..	840
Coxswains	..	..	..	720
Succaries	..	..	..	672
Lascars	..	..	..	504

The Select Committees on Salaries and Cadres for reasons stated in paragraph 758 of Sessional Paper VIII. of 1934 did not propose any change in these salaries. We assign to the Head Serang a salary of Rs. 960, and to the Leading Serang a salary of Rs. 900; we propose no change in the other salaries.

1003. *Telephone Clerks.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these Telephone Clerks are Rs. 480—36—732 and Rs. 480—15—660—*vide* page 161 of Sessional Paper VIII. of 1934. We assign to this grade the salary scale Rs. 492—12—660.

1004. *Boat House Superintendent.*—In the 1938-39 Estimates provision appears for this post on the salary scale Rs. 900—100—2,500. We assign to it the scale Rs. 900—20 of 60—2,100.

1005. *Masters, Second Masters.*—The pre-Sessional Paper VIII. and the Sessional Paper VIII. of 1934 scales of these posts are.—

		Pre-Sessional Paper VIII. of 1934 Scales.		Sessional Paper VIII. of 1934 Scales.
Masters : 1 at	..	£550	..	£550
		Rs. 4,800—5,600	..	Rs. 4,800—5,400
2 at	..	5 of 160	..	5 of 120
Second Masters : 1 at	..	£500	..	£500
		Rs. 4,000—4,800	..	Rs. 3,960—4,560
2 at	..	5 of 160	..	5 of 120

The salary, Rs. 3,980—140—4,680, provided in the Estimates for Second Masters is that assigned to non-new entrant officers, who have received non-normal promotion to these posts.

1006. It is unlikely that suitably qualified Ceylonese will be available for some years to fill the posts of Master on the salary of £550 and Second Master on £500—*vide* paragraph 756 of Sessional Paper VIII. of 1934; it is unnecessary, therefore, to assign salaries to these posts. For the other posts we assign the following scales of salary.—

Masters	..	..	..	Rs. 4,200—4,800
				5 of 120
Second Masters	..	..	..	Rs. 3,000—4,200
				10 of 60, 5 of 120 (E.B. before Rs. 3,600)

1007. *Stewards, Cooks, Mess Attendants.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are.—

		Pre-Sessional Paper VIII. of 1934 Scales.		Sessional Paper VIII. of 1934 Scales.
		Ra.		Ra.
Stewards	..	450	..	450
Cooks	..	450	..	420
Mess Attendants	..	450	..	312

We propose no change in the Sessional Paper VIII. of 1934 scales.

1008. *Lightkeepers.*—We have dealt with these posts in Chapter XXV. of this Report.

HARBOUR ENGINEER'S DEPARTMENT.

1009. *Harbour Engineer, Chief Assistant Harbour Engineer, First Assistant Harbour Engineer, Second Assistant Harbour Engineer.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are.—

		Pre-Sessional Paper VIII. of 1934 Scales.		Sessional Paper VIII. of 1934 Scales.
Harbour Engineer	..	£1,350—1,550	..	Ra. 15,000—17,400
		4 of 50	..	4 of 600
Chief Assistant Harbour Engineer		£1,000—1,150	..	Ra. 12,000—14,400
		3 of 50	..	5 of 480
First Assistant Harbour Engineer	}	£600—960 (a)	..	Ra. 8,760—11,520
Second Assistant Harbour Engineer		12 of 30	..	5 of 384, 2 of 420

1010. To the above engineering posts, a post of Extra Assistant Engineer on the salary scale Rs. 4,200—360—6,300 was added in 1934-35, to enable a fully qualified Ceylonese civil engineer to obtain the necessary practical training and experience in harbour engineering, and qualify for the higher grade of Assistant Harbour Engineer.

1011. We assign to these posts the following scales of salary, which we consider appropriate relative to the salaries we have assigned to comparable posts in the Public Service.—

Harbour Engineer	..	..	..	Ra. 13,200—15,000
			..	5 of 360
Chief Assistant Harbour Engineer	..	..	..	Ra. 9,840—12,000
			..	6 of 360
First Assistant Harbour Engineer	..	..	..	Ra. 8,400—9,600
			..	5 of 240
Second Assistant Harbour Engineer	..	..	..	Ra. 6,240—8,600
			..	14 of 240
			..	(E.B. before Rs. 8,400)
Extra Assistant Engineer	..	..	..	Ra. 3,300—6,000
			..	15 of 180
			..	(E.B. before Rs. 4,560)

(a) A reduced scale : prior to reduction the scale was £850—40—1,050.

Any person appointed to be Extra Assistant Engineer without full civil engineering qualifications should be placed on the salary scale, Rs. 2,400—120—3,000, pending the acquisition of these qualifications.

1012. *Mechanical Superintendent.*—The pre-Sessional Paper VIII. of 1934 scale of this post is £700—10 of 30, 1 of 50—1,050. For reasons stated in paragraph 771 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres assigned to this post the salary scale Rs. 8,760—5 of 384, 2 of 420—11,520. We maintain this grading, and assign to this post the salary scale Rs. 8,400—5 of 240—9,600.

1013. *Deputy Mechanical Superintendent.*—The pre-Sessional Paper VIII. of 1934 scale of this post is £500—2 of 30, 1 of 40, 6 of 30—780. The Select Committee on Salaries and Cadres for reasons stated in paragraph 772 of Sessional Paper VIII. of 1934 assigned to this post the salary scale Rs. 6,000—7 of 360—8,520. We assign to this post the salary scale Rs. 6,240—6 of 240—7,680, which is appropriate relative to the salaries we have assigned to comparable grades in the Public Service.

1014. *Electrical Engineer.*—Provision appears in the Estimates for 1938-39 for an Electrical Engineer on the salary scale Rs. 3,960—240 and 360—6,360. This is the salary scale of the grade of Assistant Electrical Engineer, Grade I., of the Department of Government Electrical Undertakings. To that grade we have assigned the salary scale Rs. 3,300—180—6,000 (Efficiency Bar before Rs. 4,560), and we assign the same salary to this post.

1015. *Docking and Slipping Master, and First Assistant and Second Assistant Docking and Slipping Masters.*—The pre-Sessional Paper VIII. of 1934 scales of these posts are.—

Docking and Slipping Master	..	..	£500—25—700
First Assistant Docking and Slipping Master	..	..	£350—25—550
Second Assistant Docking and Slipping Master	..	..	£340—20—440

(In 1932 the salary of the Second Assistant Docking and Slipping Master was reduced to Rs. 4,000—300—6,100.) We observe from the draft Estimates for 1939-40 (2nd Print) that it is proposed to raise the salary of this post to the level of the Assistant Docking and Slipping Master.

For reasons stated in paragraph 773 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres did not assign salary scales to these posts. As no suitably qualified Ceylonese will be available to fill these posts for some years, we do not assign salary scales to them.

1016. *Engineer, Graving Dock and Patent Slip.*—This is the changed designation of Machinery Foreman (Graving Dock and Patent Slip). The designation "Engineer" will be applied only to a Marine Engineer possessing a first class Board of Trade Certificate. The Select Committee on Salaries and Cadres assigned to this post the salary scale Rs. 5,400—300—6,600. We assign to this post the salary scale Rs. 5,100—180—6,360.

1017. *Foremen.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of Foremen and the scales we propose are shown below.—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales. Rs.	Proposed Scales. Rs.
<i>Foremen.</i>			
Oil Facilities Officer	£480—550	6,000—7,500	6,000—7,200
	1 of 20, 2 of 25	5 of 300	5 of 240
*Harbour	£340—500	5,100—6,600	5,100—6,360
	8 of 20	5 of 300	7 of 180

* "Harbour" Foreman is the changed designation of "General" Foreman.

	Pre-Sessional Paper VIII. of 1934 Scales. Rs.	Sessional Paper VIII. of 1934 Scales. Rs.	Proposed Scales. Rs.
Platelayer ..	2,160—4,200	1,800—3,600	1,740—3,000
	7 of 120, 8 of 150 (E.B. before 3,150)	15 of 120 (E.B. before 2,640)	14 of 90 (E.B. before 2,460)
Mechanical Foreman ..	£380—440	5,400—6,600	5,100—6,360
*Assistant Mechanical Foreman ..	3 of 20 £320—380	4 of 300	7 of 180 3,720—4,800
Boiler Smith and Ship Repairer ..	3 of 20 £400—525	—	6 of 180 6,000—7,200
	5 of 25	5 of 300	5 of 240

1018. *Building Supervisor and Foreman of Carpenter Shop.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this post are Rs. 3,000—200—4,800 and Rs. 2,400—120—3,840, respectively. We have assigned to the Senior Building Foreman of the Railway the salary scale Rs. 2,100—90—3,000, and we assign the same scale to this post.

1019. *Trains and Goods Officer.*—Prior to March 4, 1934, this post carried a salary scale of Rs. 4,000—4 of 200, 5 of 300—6,300. On that date, this salary was reduced to Rs. 3,200—200—4,800. The Select Committee on Salaries and Cadres assigned to this post the salary scale Rs. 2,680—6 of 120, 4 of 150—4,000. These salaries are based on the salaries of Class I. and Special Class of the Railway Clerical Service—*vide* paragraph 781 of Sessional Paper VIII. of 1934. We assign to this post the salary scale Rs. 2,400—10 of 84, 6 of 120—3,960 (Efficiency Bar before Rs. 3,240) which maintains the existing grading of this post.

1020. *Harbour Engineer's Clerical Service.*—The pre-Sessional Paper VIII. of 1934 scales of this service are.—

	Rs.
Class I. :	2,860—3,100
Grade I. ..	2 of 120
	1,900—2,740
Grade II. ..	7 of 120
	540—1,780
Class II. ..	9 of 40, 11 of 80

1021. The Select Committee on Salaries and Cadres in paragraph 782 of Sessional Paper VIII. of 1934 stated.—

“The Chairman, Colombo Port Commission, suggests that this service should gradually cease to exist, men who retire from it being replaced by members of the General Clerical Service. We are in agreement with this proposal, which, we think, will contribute to the efficiency of the department, and we recommend its adoption. We therefore assign no scales to the Harbour Engineer's Clerical Service.

There are, however, four posts at present filled by men of this service, viz., Storekeeper, Assistant Storekeeper, Timekeeper, and Assistant Timekeeper, which could not conveniently be filled from the General Clerical Service, because it is essential that once a person is appointed to one of these posts, he should not be liable to transfer from it, since long experience of the work is essential. We suggest that to these four posts the scale proposed for Class II. of the General Clerical Service, Rs. 720—16 of 108—2,448, should be assigned. We do not think it necessary to assign lower scales to the Assistants than to the Timekeeper and Storekeeper; no doubt the Assistants will be lower down on the scale than the other two officers.”

* The Select Committee on Salaries and Cadres did not assign a salary scale to the post of Assistant Mechanical Foreman. The 1933—34 Estimates (page 202) contained a footnote that this post would be abolished on the expiry of the agreement of the present holder. As this decision has subsequently been reversed, we have assigned a salary scale to this post.

1022. In January, 1937, there were in the Colombo Port Commission.—

- (i.) 27 monthly paid clerks (Harbour Engineer's Clerical Service proper);
- (ii.) 15 daily-paid clerks performing purely clerical duties employed in the Head Office, Time Office and the Store;
- (iii.) 34 daily-paid clerks performing partly clerical, and partly other duties, employed under the Mechanical Superintendent and other staff officers.

1023. On a representation from the Chairman, Colombo Port Commission, the following scheme was adopted, with effect from October 1, 1937.—

- (a) that the 27 monthly paid and 15 daily-paid posts, totalling 42, should be recognized as clerical posts, to be eventually staffed by members of the General Clerical Service,
- (b) that the number of monthly paid posts should be increased to 42 to permit of the promotion of the 15 daily paid clerks,
- (c) that the vacancies in this establishment of 42 posts should be filled from the General Clerical Service commencing at the bottom of the service,
- (d) that the 34 clerks engaged partly on clerical, and partly on other duties, should remain on daily pay.

1024. Representations were made, however.—

- (i.) that the 34 clerks proposed to be left on daily pay joined the department on the same terms as the other 15 clerks and should therefore get equal treatment,
- (ii.) that the duties performed by the clerks in the Head Office, Time Office and the Store were not superior to the work done by the others.

Thereupon Government agreed to consider the possibility of creating a monthly paid service of Overseers, Timekeepers and Storemen into which the 34 clerks, in question, and future daily paid clerks, could be absorbed, and referred the papers to us for our views. We have carefully studied all the relevant papers on the subject and consider that in equity a new monthly paid service of overseers, timekeepers and storemen should be created into which the daily-paid clerks in this Department could be absorbed, and to this service we assign the following scales of salary.—

Grade I.	..	..	..	Rs. 1,296—36—1,620
Grade II.	..	..	..	Rs. 480—30—1,260 (E.B. before 900)

The number of posts in Grade I. should be one-fourth the number of posts in Grade II. We do not concern ourselves in this Report with the salaries of existing members of the Public Service. The Treasury will doubtless consider the question whether the daily-paid clerks now in service should be transferred to the scales proposed by us, or whether they should be transferred to the existing scales of the Harbour Engineer's Clerical Service.

1025. *Navigating Master of Dredger*.—The salary provided for this post in the Estimates for 1938-39 is Rs. 4,800—160—5,600; we assign to it the salary scale Rs. 4,200—120—4,800.

1026. *First Engineer and Dredging Master*.—The pre-Sessional Paper VIII. of 1934 scale of this post is £440—4 of 20, 1 of 30—550. The Select Committee on Salaries and Cadres, for reasons stated in paragraph 784 of Sessional Paper VIII. of 1934, assigned to this post the salary scale Rs. 6,000—300—7,500. We assign to it the salary scale Rs. 6,000—240—7,200, which is appropriate relative to the scales we have assigned to comparable posts in this Department.

1027. *Second Engineer of Dredger*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this post are £340—20—400 and Rs. 5,100—300—6,000; we assign to it the salary scale Rs. 4,800—180—5,700.

1028. *Master of Barges*.—In the Estimates 1938-39 provision appears for this post on the salary scale Rs. 2,100—75—2,700; we assign to it the salary scale Rs. 1,800—60—2,400.

1029. *Divers*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of Divers are £400 and Rs. 5,100, respectively; we assign the salary of Rs. 4,800.

1030. *Engineers of Tugs*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are.—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.
	£.	Rs.
First Engineers	£380—20—440	5,100—300—6,000
Second Engineers	£320—20—380	4,200—300—5,100

(*Vide* paragraph 787 of Sessional Paper VIII. of 1934.)

We assign to these posts the following scales of salary.—

	Rs.
First Engineers	4,800—180—5,700
Second Engineers	3,720—180—4,800

1031. *Drivers, Greasers, Firemen*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are.—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.
	Rs.	Rs.
Head Driver of Tugs	1,800	1,800
Assistant Driver of Tugs	1,665	1,500
Drivers of Pilot Launches	945—45—1,035	900
Drivers of Harbour Launches	900—45—945	
Greasers of Tugs	690—30—720	600—30—630
Firemen of Tugs	690—30—720	600
Firemen of Launches	480—30—510	480

For the Head Driver of Tugs we assign the salary of Rs. 1,680; we propose no change in the Sessional Paper VIII. of 1934 salaries of the other posts.

1032. *Succany and Boatman, Port Health Officer's Launch*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of Boatmen are Rs. 300—6—444 and Rs. 300—6—420. The designation of one of the posts has been altered to Succany, and the salary scale to Rs. 540—9—630. We propose no change in the Sessional Paper VIII. of 1934 salary of Boatmen; to the Succany we assign the salary scale Rs. 480—12—600.

1033. *Draughtsmen*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of Draughtsmen of this Department are.—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.
	Rs.	Rs.
1 at	3,000—120—4,080	2,568—120—3,408
Others at	900—120—2,820	720—108—2,448

We recommend the following scheme of salary for the Draughtsmen of this Department.—

	Rs.
Class II. :	480—1,260
Grade II.	26 of 30 (E.B. before 900) 1,296—1,620
Grade I.	9 of 36 900—2,280
Class I. :	10 of 48, 15 of 60 (E.B. before 1,560) 2,340—3,180
Grade I.	10 of 84

Promotion from grade to grade, and recruitment to this service should be governed by the same principles as those proposed for the reconstructed General Clerical Service. The Chairman, Port Commission, should, in consultation with the Treasury and the Deputy Chief Secretary, settle the scope of the examinations if any, to be associated with the efficiency bars, the conditions governing promotion from grade to grade and class to class and the distribution of numbers among the various grades. (In a small service like this such distribution cannot be laid down in advance: it should be fixed on an equitable basis.)

1034. *Counterman*.—This post is noted for abolition—*vide* paragraph 795 of Sessional Paper VIII. of 1934.

1035. *Checker*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this post are Rs. 660—60—1,200 and Rs. 540—42—960. We assign the scale Rs. 492—24—900.

1036. *Surveyors*.—The pre-Sessional Paper VIII. of 1934 scales and the Sessional Paper VIII. of 1934 scales of Surveyors of this Department are.—

	Pre-Sessional Paper VIII. of 1934 Scale. Rs.	Sessional Paper VIII. of 1934 Scales. Rs.
Grade I., 1 at ..	3,000—4,080	2,160—2,880
	9 of 120	6 of 120
Grade II. ..	900—2,820	1,080—2,040
	16 of 120	8 of 120

We assign to these posts the following scales of salary.—

	Rs.
Grade I. (1 post) ..	1,290—90—2,460
Grade II. ..	660—60—1,800
	(E.B. before Rs. 1,260)

1037. *Electrician*.—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 3,300—180—4,200; the Select Committee on Salaries and Cadres proposed no change in this salary—paragraph 793 of Sessional Paper VIII. of 1934. We assign to this post the salary scale Rs. 2,880—11 of 120—4,200.

ALLOWANCES.

1038. *Allowance to Chief Clerk as Supervisor of Chalmers Granaries and Manning Market, Rs. 600 per annum*.—An allowance of Rs. 600 per annum is paid to the Chief Clerk for supervising the Granaries. We would raise no objection to the allowance being continued so long as the present Chief Clerk holds the post, but the question of paying this allowance to his successor should be reviewed at the proper time. In any event we consider that the amount paid is rather excessive and that even if it is found necessary to continue the allowance, it should be reduced to Rs. 360 when the present Chief Clerk ceases to perform these supervisory duties.

1039. *Overtime to Engineer and Crews of Harbour Tugs*.—The hours of duty of the Engineers and crews of the tugs were, until recently from 7 A.M. to 7 A.M. the following day, i.e., a 24-hour shift with the following 24 hours off. But the work of preparing the engines began at 6 A.M. and, owing to the heavy admission of ships to harbour in the mornings, it was found necessary to pay overtime for short periods even at the end of the shift. We were informed that the hours of shifts have now been changed to 8 A.M. to 8 A.M. the following day and that a substantial reduction in the amount of overtime paid to the Engineers and crews of tugs is expected. We suggest that the position should be watched by the Treasury.

The necessity for the payment of overtime at special rates (double time in this case) has been referred to the Committee on Government Daily-paid Labour for investigation.

1040. *Overtime to Engineers and Crews of the Dredger.*—In this case, too, overtime is charged by the Engineer and crews for one hour in the mornings, half an hour during the breakfast interval, periods of half an hour or more in the evenings, Saturday afternoons and Sundays. We have recommended, and the Acting Harbour Engineer has agreed, that no overtime be worked between 6 A.M. and 7 A.M., and that, as far as possible, work should be stopped at 4.30 P.M. This should result in a substantial saving in the amount of overtime paid at present.

1041. *Overtime to the Oil Facilities Officer and the Engineer, Dock and Slip.*—These officers draw overtime for actual time spent on work outside their normal working hours. The Acting Harbour Engineer agrees that the necessity for such overtime will greatly diminish with the appointment of an Additional Facilities Officer which has been sanctioned. We suggest that the Treasury should watch the position.

CHAPTER LXXXI.

HEAD 74.—PORTS OTHER THAN COLOMBO.

1042. *Carpenter and Blacksmith.*—The pre-Sessional Paper VIII. of 1934 scale of this post is Rs. 672—12—720; the Select Committee on Salaries and Cadres proposed no change in this scale. We assign to this post the salary scale Rs. 600—12—720.

1043. *Serang.*—The present salary of this post is Rs. 600; we propose no change.

1044. The other posts under this Head are either daily-paid, or fall within groups already dealt with.

CHAPTER LXXXII.

HEAD 75.—POST OFFICE AND TELEGRAPHS.

1055. *Postmaster-General.*—This post is filled from the Civil Service. On October 11, 1935, the State Council agreed:—

“ to the recruitment of an overseas officer on a salary scale of £1,150—50—£1,300 to serve as Assistant Postmaster-General for not more than four years, to train an officer of the Department to succeed him as Assistant Postmaster-General, and to take up the post of Postmaster-General at the expiry of that period”

(*Vide* item 4 of the minutes of that day's meeting of the Council).

An officer has accordingly been recruited and it has now been decided to appoint him to the post of Postmaster-General by about May, 1940, on the salary scale £1,400—50—1,550. The scale of £1,400—50—1,550 is the pre-Sessional Paper VIII. of 1934 Salary of Class I., Grade II., of the Civil Service. We have assigned to Class I., Grade II., of the Civil Service a fixed salary of Rs. 15,000 and we assign the same salary to this post.

1056. *Assistant Postmaster-General.*—The pre-Sessional Paper VIII. of 1934 scale of this post is £900—50—1,150. For reasons stated in paragraph 812 of Sessional Paper VIII. of 1934 the Select Committee on Salaries and Cadres assigned to this post the salary scale Rs. 9,300—3 of 500, 7 of 600—Rs. 15,000. We assign to this post the salary scale Rs. 8,400—15 of 360—13,800 which substantially preserves the Sessional Paper VIII. of 1934 grading.

1057. *Office Assistant (to the Postmaster-General).*—The salary history of this post is contained in paragraph 814 of Sessional Paper VIII. of 1934. The salary scale assigned to this post by the Select Committee on Salaries and Cadres is Rs. 4,500—300—6,000. We assign to this post a salary of Rs. 3,600—4 of 240 and 3 of 300—Rs. 5,460 which maintains the relative salary position of this grade.

1058. *Superintendent of Mails.*—The salary history of this post is contained in paragraph 815 of Sessional Paper VIII. of 1934. The Select Committee assigned to this post the salary scale Rs. 4,500—300—6,000. The salary appearing in the Estimates for 1938-39, viz., Rs. 5,400—360—7,200, is that of a non-new-entrant officer, who has received non-normal promotion. We assign to this post the same salary as we have assigned to the post of Office Assistant, viz., Rs. 3,600—4 of 240, 3 of 300—5,460.

1059. *Superintendent, Equipment Section.*—In paragraph 1140 of Part I. of our Report we have proposed the abolition of this post. There is, therefore, no necessity to assign a new scale of salary to it.

1060. *Divisional Superintendents of Post Offices.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of this grade are Rs. 5,000—200—7,000 and Rs. 4,200—150—5,400 respectively. We assign to this grade the salary scale Rs. 3,150—11 of 150—4,800 (Efficiency Bar before Rs. 3,900).

1061. *Postal Probationers.*—On July 17, 1934, the State Council accepted a report of the Executive Committee of Communications and Works containing a scheme of recruitment of University graduates for training and eventual appointment to certain staff posts in the Post and Telegraph Department. University graduates appointed as probationers under this scheme were placed on the following scale of salary:—

	::	::	Rs.
While in training	::	::	2,700
On confirmation	::	::	3,200—200—6,000

We assign to Postal Probationers the salary scale Rs. 2,400—120—3,000. No Probationer should, however, be appointed except in anticipation of a definite and suitable vacancy.

1062. *Investigating Inspectors.*—In paragraph 1144 of Part I. of our Report we proposed that the two Investigating Inspectors, separately itemised in the Estimates, who are charged with the investigation of serious complaints and irregularities, and the six Inspectors drawn from the Postmasters and Signallers' Service who attend to the inspection of post offices, the investigation of minor complaints and the revision of postal deliveries, &c., should form a separate grade composed of six officers to be filled by the promotion of officers of more than average promise without regard solely to seniority. The Postmaster-General while agreeing with this proposal requested that three of these posts should be in the Special Class, Grade I., and the other three in Grade II.

The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of the 2 Investigating Inspectors separately itemised in the Estimates are Rs. 4,400—200—4,800 and Rs. 3,550—150—4,000 respectively. These scales are the same as those of the Special Class of the Postal Clerical Service.

The 2 posts of Investigating Inspector were in the past filled by the promotion of senior and meritorious members of the Postmasters' and Signallers' Service. Under the arrangement we have proposed the field of selection is likely to embrace junior members of Class I. It does not therefore appear to be necessary to preserve unimpaired the existing relative salary position of this grade. We assign to it the following salary scale:—

Rs. 2,760—10 of 120—3,960 (2 years' halt on Rs. 3,240 and Efficiency Bar before Rs. 3,360).
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1063. *Superintendent of Telecommunication Traffic.*—The salary history of this post is contained in paragraph 818 of Sessional Paper VIII. of 1934. We assign to this post the salary scale Rs. 5,700—7 of 300—7,800.

1064. *Assistant Superintendent of Telecommunication Traffic.*—The salary history of this post is contained in paragraph 819 of Sessional Paper VIII. of

1934. We assign to this post the salary scale Rs. 3,600—4 of 240 and 3 of 300—5,460. We have assigned the same scale to the Office Assistant and the Superintendent of Mails.

1065. *Lady Supervisor of Telephones.*—This post is at present filled by a European Lady. She was paid on the salary scale £320—10—400 till October 1, 1936, when it was increased to £400—25—500. The Select Committee on Salaries and Cadres assumed that the post would next be filled by a Ceylonese and assigned to it the salary scale Rs. 3,200—8 of 120—4,160 (*vide* paragraph 820 of Sessional Paper VIII. of 1934). We consider that a much lower salary scale than this would be sufficient to attract a suitable candidate and propose the scale Rs. 1,740—14 of 90—3,000.

1066. *Assistant Lady Supervisors of Telephone (2).*—These posts will be abolished in due course—*vide* paragraph 1784 (2) of Part I. of our Report. No new salary scales need therefore be assigned to them.

1067. *Postal Clerical Service.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this service are:—

	Pre-Sessional Paper VIII. of 1934 scales.	Sessional Paper VIII. of 1934 Scales.
	Ra.	Ra.
Special Class	4,400—4,800	3,550—4,000
	2 of 200	3 of 150
Class I.	2,920—3,880	2,544—3,300
	8 of 120	7 of 108
Class II.	760—2,800	672—2,436
	9 of 80, 11 of 120 (E.BB. before Ra. 1,600 and 2,200)	8 of 72, 11 of 108 (E.BB. before Ra. 1,356 and 1,896)
Class III.	480—1,200	480—1,200
	15 of 48 (E.BB. before Ra. 768 & 1,008)	24 of 30 (E.BB. before Ra. 660, 840 and 1,020)

1068. In paragraph 1180 of Part I. of our Report we suggested a reconstruction of the Postal Clerical Service. The scheme now proposed is in accordance with that suggestion:—

	Ra.
<i>Class I.—</i>	3,360—3,960
Special Grade	5 of 120
Grade I.	2,340—3,180
Grade II.	10 of 84 900—2,280
	10 of 48, 15 of 60 (E. B. before Ra. 1,560)
<i>Class II.—</i>	1,296—1,620
Grade I.	9 of 36 480—1,260
Grade II.	26 of 30 (E. B. before Ra. 900)

Recruitment to this service, the numbers in the various grades, and promotions from grade to grade, should be governed by the same principles as are adopted for the reconstructed General Clerical Service. The Postmaster-General should, in consultation with the Treasury and the Deputy Chief Secretary, settle the details of this scheme.

1069. A practice has recently grown up for members of the Postal Clerical Service detailed for duty on Public Holidays to draw overtime fees. We consider that members of this Service should be regarded as liable for duty on all holidays other than Postal Holidays and that overtime fees should be paid only for work done on Postal Holidays. Even for work on Postal Holidays the Department should explore the possibility of granting lieu leave before allowing the payment of overtime fees.

1070. *Postmasters' and Signallers' Service.*—The salaries of this group are the same as those of the Postal Clerical Service except that the Special Class consists of two grades on fixed salaries.

1071. In paragraph 1175 of Part I. of our Report we suggested that the Postmasters' and Signallers' Service should be reconstructed on whatever lines may be accepted by Government for the General Clerical Service. The scheme we now propose is in accordance with that suggestion:—

Class I.—

Special Grade :		Rs.
1 st rd the number in the grade at		3,960
2 nd rd the number in the grade at		3,600
3 rd rd the number in the grade at		3,360
		<u>2,340—3,180</u>
Grade I.		10 of 84
		900—2,280
Grade II.		10 of 48, 15 of 60
		(E. B. before Rs. 1,560)

Class II.—

Grade I.		1,296—1,620
		9 of 36
		480—1,260
Grade II.		26 of 30
		(E. B. before Rs. 900)

These salaries are the same as those we have proposed for the Postal Clerical Service except that the Special Grade is divided into three categories on fixed salaries. The Postmaster-General should, in consultation with the Treasury and the Deputy Chief Secretary, settle the details of the Scheme.

1072. *Local Postmasters and Local Assistants.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these grades are—

	Pre-Sessional Paper VIII. of 1934 Scales. Rs.	Sessional Paper VIII. of 1934 Scales. Rs.
Local Postmasters	900—1,300	780—1,104
	8 of 50 (3 years on 900)	9 of 36 (3 years on 780)
Local Assistants	550—1,200	492—960
	13 of 50	13 of 36

In paragraph 1176 of Part I. of our Report we recommended, for reasons stated therein, that when the Postal Clerical Service is reconstructed on the lines indicated in paragraph 1180 of that Report the Local Postmasters and Local Assistants then in service should be offered transference to the non-executive grade (i.e., Class II., Grades I. and II.) at appropriate salary points and their grades abolished. It is therefore unnecessary to fix salaries for future entrants to these grades.

1073. *Sub-Postmasters.*—The history of this grade which came into existence in 1921 is contained in paragraphs 590 and 591 of Sessional Paper XLVIII. of 1928. Members of this grade were employed for the transaction of a limited range of Post Office business and were paid on a scale of remuneration graduated according to the amount of business done with a minimum of Rs. 20 per mensem.

Later the range of business was enlarged in certain respects and the payment of commission on certain classes of business was introduced. In May, 1927, a system of scale payment of remuneration based on the units of work done was adopted for application to all new Sub-Postmasters and existing Sub-Postmasters who might express their willingness to accept that method of payment. Under this method of payment, which was accepted by a large majority of the existing Sub-Postmasters, the minimum allowance was fixed at Rs. 80 per mensem or Rs. 360 per annum. This minimum allowance was paid for the first 5,000 units: for every additional 1,000 units a Sub-Postmaster received an extra Rs. 12: Sub-Post Offices within the Colombo Municipality were each credited with 10,000 additional units to compensate for the high cost of rent, establishment and living: similarly Sub-Post Offices within the areas of other Municipalities, Urban District Councils and Local Boards received additional credit for 5,000 units each. This system of remuneration is still in force.

1074. In paragraph 1162 of Part I. of our Report, we recommended that the limit for individual transactions in a Sub-Post Office should be raised from Rs. 150 (Money Order) and Rs. 100 (Savings Bank) to a uniform limit of Rs. 300 (including insurance) and that, with this change, the security of Sub-Postmasters should be raised from Rs. 1,000 to Rs. 1,500 (maximum).

1075. The adoption of these recommendations and the connected question of the remuneration of this Grade has formed the subject of correspondence between the Commission and the Postal Administration. The Postmaster-General anticipates difficulties in raising at once the limit of business in all Sub-Post Offices and has therefore proposed—

- (1) to leave the existing Sub-Post Offices as they are both as regards limits of business, security and remuneration and to consider the question of raising the status of each Office as and when there is a public demand for it;
- (2) to increase the limit of business only at those Sub-Post Offices which are to take the place of downgraded Post Offices and in any of the existing offices where the provision of increased postal facilities is justified by popular demand and where a Sub-Postmaster of sufficient education can be found.

We accept the Postmaster-General's proposals which would result in the change-over being gradual.

1076. The acceptance of the Postmaster-General's proposals necessitates the division of the Sub-Post Offices into 2 classes and the assignment of two scales of remuneration to the two different types of Sub-Postmasters. The Scheme we propose is—

- (1) Sub-Post Offices will be divided into two classes, Class A and Class B;
- (2) Class A will comprise offices, the limits of business of which have been raised to the limits recommended in paragraph 1162 of Part I. of our Report, while Class B will comprise offices with the existing limits;
- (3) A Sub-Postmaster appointed to a Class A office will furnish an initial security in cash of Rs. 750 to be gradually raised to Rs. 1,500 by monthly deductions from his allowance. In the case of Class B offices the security arrangements will remain as at present, viz., an initial cash security of Rs. 500 gradually raised to Rs. 1,000.

1077. It is clear that with the increased responsibilities that will be thrown upon the Sub-Postmasters in charge of A Class Offices and the necessity to recruit to these offices candidates with higher educational qualifications it becomes necessary to assign to this grade a scale of remuneration higher than that now existing.

We therefore propose for Sub-Postmasters in charge of offices in Class A the following scales of remuneration:—

Number of Units	Rate of Allowance Per Annum. Rs.
Up to 10,000	540
10,001-15,000	570
15,001-20,000	600
20,001-22,000	612
22,001-24,000	624
24,001-25,000	636
25,001-27,500	648
27,501-30,000	660
30,001-32,500	690
32,501-35,000	720
35,001-40,000	768
40,001-45,000	816
45,001-50,000	864
50,001-55,000	912
55,001-60,000	960
60,001-65,000	1,008
65,001-70,000	1,056
70,001-75,000	1,104
75,001-80,000	1,152

Note:—

- (1) Offices located in Colombo Municipality will receive a special allowance of Rs. 300 per annum in addition to the allowance due on the units basis.
- (2) Offices located in "Town" areas (in Municipalities other than Colombo, Urban District Council, and Local Board areas) will receive a special allowance of Rs. 120 per annum in addition to the allowance due on the units basis.

Sub-Postmasters in charge of offices in Class B will retain their existing rates of remuneration.

1078. The scale proposed for Class A Sub-Post Offices incorporating as it does improvements as regards the minimum allowance and in respect of special allowances for offices located in the Colombo Municipality and in the "town" areas will, we feel sure, be adequate to attract candidates of the required type.

1079. *Tamil Translitterators*.—There will be no new entrants to this grade (*vide* paragraph 825 of Sessional Paper VIII. of 1934).

1080. *Cash Counter*.—This post has been discussed in the Chapter on Shroffs and Assistant Shroffs.

1081. *Telephone Monitors*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this grade are Rs. 1,100—2 of 120—1,340 and Rs. 900—2 of 90—1,080 respectively. We assign to this grade the salary scale Rs. 780—10 of 30—1,080.

1082. *Female Telephonists*.—The pre-Sessional Paper VIII. of 1934 scale of this grade is Rs. 480—1 of 60, 5 of 72—900; the Sessional Paper VIII. of 1934 scale is Rs. 420—6 of 50—720. We assign to this grade the salary scale Rs. 420—10 of 30—720.

1083. *Night Telephonists*.—The pre-Sessional Paper VIII. of 1934 scale is Rs. 640—7 of 80—1,200. Night telephonists appointed between May, 1922 and 1924 are allowed to proceed to a maximum salary of Rs. 1,440.

The Sessional Paper VIII. of 1934 scale of this grade is Rs. 600—6 of 60—960. We propose for this grade a salary scale of Rs. 480—16 of 30—960.

1084. *Male Telephonist*.—The sanctioned salary scale for a new-entrant to this post is Rs. 360—12—480 (*vide* paragraph 830 of Sessional Paper VIII. of 1934). We propose no change in this salary.

1085. *Matrons*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scale of this post is Rs. 240—10 of 6—300. We propose no change in this salary.

1086. *Bookbinders*.—Our recommendations in regard to Bookbinders will be found in Chapter XIII. In the Post and Telegraph Department some binders are on the peons' scale.

We propose no change in this arrangement.

1087. *Cycle Overseers*.—The pre-Sessional Paper VIII. of 1934 scale of cycle overseers is Rs. 650—8 of 50—1,050. The Sessional Paper VIII. of 1934 scale is Rs. 480—10 of 24—720. We propose no change in this scale.

1088. *Assistant Cycle Overseer*.—The pre-Sessional Paper VIII. of 1934 scale of this post which was then designated "Cycle Cleaner", is Rs. 360—5 of 12—420. The Sessional Paper VIII. of 1934 scale is Rs. 360—4 of 12—408. We propose the salary scale of Rs. 360—5 of 12—420.

1089. *Inspectors of Telegraph Messengers*.—The pre-Sessional Paper VIII. of 1934 scale of this grade is Rs. 600—4 of 25, 5 of 40—900. The Sessional Paper VIII. of 1934 scale is Rs. 480—10 of 24—720. We propose no change in this scale.

1090. *Stamp Counters*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales and the scale we propose are shown below:—

Pre-Sessional Paper VIII. of 1934 scale.	Sessional Paper VIII. of 1934 scale.	Proposed scale.
Rs.	Rs.	Rs.
420—660	408—540	360—480
8 of 30	11 of 12	10 of 12

1091. *Mail Guards*.—Postmen will replace these employees as vacancies occur. We do not therefore assign a new salary scale to this Grade.

1092. *Colombo Office Peons, Boy Peons*.—In Chapter XIV. of this Report we have proposed no change in the salaries already obtaining for peons. We have however recommended that the salary scale of Boy Peons which is Rs. 180—4 of 15—240 should be altered to Rs. 180—5 of 12—240.

1093. *Postmen*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this grade appear on page 238 of Sessional Paper VIII. of 1934. We have referred in paragraphs 153 and 154 of this Report to the changes effected in the Salaries of employees paid on territorial scales.

The salary scales now obtaining for new-entrants to this service are:—

Colombo City	..	..	Rs. 360—12 of 10—480
Other places	..	..	Rs. 300—15 of 10—450

We propose no change in these salary ranges but consider that the annual increment should be Rs. 6 instead of Rs. 10. The annual increment in the scales of Post and Telegraph peons and mail runners is Rs. 6. Transfers of employees between these grades and the grade of postmen are now almost a normal feature and it is therefore convenient to have one rate of increment for all these services. The scales we propose are:—

Colombo City	..	..	Rs. 360—20 of 6—480
Other places	..	..	Rs. 300—25 of 6—450

1094. *Post and Telegraph Peons*.—Our recommendations in Chapter XIV. of this Report cover this grade.

1095. *Mail Runners and Porters*.—The salary scales of this grade appear on page 239 of Sessional Paper VIII. of 1934. These scales have subsequently been amended and employees in the Northern Province and Eastern Province are now paid on the scales obtaining for other Provinces except Colombo city. We propose no change in these salaries.

1096. *Telegraph Messenger Service*.—For delivery of telegrams this Department employs a large number of Telegraph Messengers all over the Island; some of these are on monthly rates of pay varying from Rs. 10.50 to Rs. 28 and the others on rates based on the number of messages delivered and the distance travelled. We propose no change in the existing system of remuneration of Telegraph Messengers.

1097. *Receiving Officers*.—We propose no change in their rates of remuneration.

TELECOMMUNICATION ENGINEERING BRANCH.

1098. *Engineering Posts*.—The scales assigned to the engineering posts in the salaries revision of 1922 were.—

	£
Chief Telecommunication Engineer	1,050—1,250
	50
Assistant Chief Telecommunication Engineer	800—960
	40
Divisional Telecommunication Engineers	500—810
	2 of 30, 1 of 40, 7 of 30
	(£600 on completing 30 years of age)
Telecommunication Engineers	450—600
	5 of 30
Assistant Telecommunication Engineers	Rs. 5000—7,000
	10 of 180, 1 of 200

Of the above salaries, those of the Chief Telecommunication Engineer and the Assistant Chief Telecommunication Engineer were reduced in 1931 to:

	£
Chief Telecommunication Engineer	900—40—1,140
Assistant Chief Telecommunication Engineer	800—40—920

but were subsequently increased in the case of the Chief Telecommunication Engineer to £1,000—50—1,250, and in the case of the Chief Assistant Telecommunication Engineer to its original scale.

1099. The Select Committee on Salaries and Cadres for reasons stated in paragraph 838 of Sessional Paper VIII. of 1934 assigned to these posts the following scales of salary.—

	Rs.
Chief Telecommunication Engineer	13,200—15,000
	3 of 600
Assistant Chief Telecommunication Engineer	11,280—12,240
	2 of 480
Divisional Telecommunication Engineers	7,200—10,800
	10 of 360
	(E.B. before Rs. 9,000)
Telecommunication Engineers	5,580—6,660
	3 of 360
Assistant Telecommunication Engineers	3,960—5,160
	4 of 300

1100. In discussing the cadre of this Department, in Part I. of our Report, we have proposed.—

- (1) the suppression of the post of Assistant Chief Telecommunication Engineer (paragraph 1153).
- (2) the change of designation of Divisional Telecommunication Engineers to Superintending Telecommunication Engineers (paragraph 1154).
- (3) the replacement of the present grades of Engineer and Assistant Engineer by a new grade of Engineer on a salary scale extending from the minimum of the Assistant Engineer scale to the maximum of the Engineer scale (paragraph 1155).
- (4) the inclusion in the cadre of a Probationary Engineer, who would ordinarily be appointed in anticipation of a vacancy in the grade of Engineer (paragraph 1155).

1101. These proposals make it possible for us to co-relate the structure and salaries of the engineering posts of the Post and Telegraph Department with those of the Public Works Department.

The salary scales we assign to these posts are.—

		Rs.
Chief Telecommunication Engineer	.. ..	10,200—13,800
		10 of 360
		6,240—9,600
Superintending Telecommunication Engineers	.. ..	14 of 240
		(E. B. before Rs. 8,400)
Telecommunication Engineers :		
Grade I.	.. ..	3,300—6,000
		15 of 180
		(E. B. before Rs. 4,560)
		3,150—4,800
Grade II.	.. ..	11 of 150
		(E. B. before Rs. 3,900)
		2,400—3,000
Junior Telecommunication Engineers	.. ..	5 of 120

No Telecommunication Engineer should be promoted to the Superintending Telecommunication Engineer Grade until he has at least passed the Efficiency Bar before Rs. 4,560. Similarly, no Superintending Telecommunication Engineer should be promoted to the post of Chief Telecommunication Engineer until he has at least passed the Efficiency Bar before Rs. 8,400.

1102. It will be observed from the above scheme that we have assigned to the grade of Superintending Telecommunication Engineer the same salary scale as we have assigned to District Engineers of the Public Works Department. Our reason for disturbing the existing salary position of this grade relative to the salaries of other engineering and scientific grades of the Public Service is that under the scheme of reorganization proposed in Part I. of our Report greater responsibility will devolve on this grade in future.

We intend that Grade I. of Telecommunication Engineers should be filled only by the appointment of persons possessing full professional qualifications, and Grade II. by the promotion of senior and meritorious Inspectors. Officers in Grade II. will not normally rise beyond that Grade unless they obtain full professional qualifications.

1103. *Chief Inspectors, Inspectors.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these grades are.—

		Pre-Sessional Paper VIII. of 1934 Scales. Rs.	Sessional Paper VIII. of 1934 Scales. Rs.
Chief Inspectors	.. ..	4,400—4,800	3,550—4,000
		2 of 200	3 of 150
Inspectors :			
Class I.	.. ..	2,920—3,880	2,544—3,408
		8 of 120	8 of 108
		880—2,800	816—2,436
Class II.	.. ..	9 of 80, 10 of 120	6 of 72, 11 of 108
		(E. BB. before Rs. 1,720 and Rs. 2,320)	(E. BB. before Rs. 1,680 and Rs. 2,112)

The Select Committee on Salaries and Cadres in paragraph 838 of Sessional Paper VIII. of 1934 stated.—

“ We understand that before entering this grade direct, a man is required to undergo five years’ training, during the first two years of which he receives a subsistence allowance, and during the last three of which he is on daily

pay, the maximum rate being Rs. 3.50 per day. He is then, on appointment, placed at a point six increments up the scale of the grade. A small number of men enter the grade by promotion from that of daily-paid overseer, in which case they are placed on the minimum salary."

The Select Committee intended that the special concession of placing officers recruited through the training scheme on appointment to the Inspector grade at a point six increments up the scale of the grade should continue even under their scheme.

Salaries of Chief Inspectors and Inspectors have always been co-related with the salaries of the Postal Clerical Service and the Postmasters' and Signallers' Service.

We propose for this service the following scales of salary.—

		Rs.
Chief Inspector	.. ..	3,360—3,960
		5 of 120
Inspectors :		2,340—3,180
Grade I.	.. ..	10 of 84
		612—2,280
Grade II.	.. ..	16 of 48, 15 of 60
		(E.B. before Rs. 1,560)

The number in Grade I. should normally be one-third of the number in Grade II., but no Inspector, Grade II., should be eligible for promotion to Grade I. until he has at least passed the Efficiency Bar before Rs. 1,560. We recommend that officers recruited through the training scheme should on appointment to the Inspector Grade, be placed at a point five increments up the scale of Grade II. : daily-paid overseers promoted to this grade should, as at present, be placed on the minimum salary of Grade II.

1104. *Broadcast Station Superintendent.*—Provision for this post on the Sessional Paper VIII. of 1934 salary scale of Assistant Telecommunication Engineers (Rs. 3,960—4 of 300—5,160) was included for the first time in the Estimates for 1936-37 and the post was filled with effect from August 1, 1937, by the appointment of a Ceylonese officer on agreement. The duties of this post are the organization of the monthly broadcast programmes including compilation, selection and adaptation of material, the arrangement of rehearsals, selection of artistes and general control and management of the Studio and the Clerical Staff.

We propose for this post a salary of Rs. 3,600—10 of 120—4,800, which we consider adequate for the responsibilities of this post.

1105. *Broadcast Announcer.*—The salary history of this post is contained in paragraph 846 of Sessional Paper VIII. of 1934. The present scale of the post is Rs. 1,800—5 of 120—2,400: we propose the scale Rs. 1,200—10 of 48, 12 of 60—2,400 (Efficiency Bar before Rs. 1,740).

1106. *Draughtsmen.*—These draughtsmen are on the same scales of salary as the draughtsmen of the Survey Department. We recommend for these draughtsmen the following scales, which preserve their relative salary position.—

		Rs.
Class I. :		2,340—3,180
Grade I.	.. ..	10 of 84
		900—2,280
Grade II.	.. ..	10 of 48, 15 of 60
		(E.B. before Rs. 1,560)
Class II. :		1,296—1,620
Grade I.	.. ..	9 of 36
		480—1,260
Grade II.	.. ..	26 of 30
		(E.B. before Rs. 900)

The numbers in the various grades, promotion from grade to grade, and recruitment to this service should be governed by the same principles as are adopted for the Clerks and Draughtsmen Service of the Survey Department.

1107. *Assistant Telegraph Storekeeper*.—This post is now held by an Inspector of Telegraphs. In paragraph 1186 of Part I. of our Report we have recommended that it should be filled by a Storeman, Class I., on a lower scale of salary. The existing salary scale for Storemen, Class I. is Rs. 1,728—7 of 96—2,400—*vide* page 258 of Sessional Paper VIII. of 1934 under the Railway Department. For a new entrant to the Public Service appointed to this post we recommend the salary scale Rs. 1,680—10 of 60—2,280 (Efficiency Bar before Rs. 1,980).

1108. *Storemen Class II*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this grade are Rs. 780—10 of 60, 6 of 120—2,100 and Rs. 624—16 of 66—1,680 respectively. We recommend for this service the following scales of salary.—

		Rs.
Grade I.	..	1,296—1,620
		9 of 36
		480—1,260
Grade II.	..	26 of 30
		(E.B. before Rs. 900)

The number in Grade I. of this service should be one-fourth the number in Grade II.

1109. *Head Overseers and Overseers*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales and the scales we propose are shown below.—

	Pre-Sessional Paper VIII. of 1934 scales.		Sessional Paper VIII. of 1934 scales.		Proposed scales.	
	Rs.		Rs.		Rs.	
Head Overseers :						
Class I.	1,700—2,300	..	1,440—1,980	..	1,296—1,620	..
	6 of 100		6 of 90		9 of 36	
Class II.	1,200—1,500	..	1,020—1,320	..	960—1,260	..
	5 of 60		6 of 50		10 of 30	
Overseers	900—1,200	..	720—960	..	600—960	..
	10 of 30		10 of 24		12 of 30	
					(E.B. before Rs. 900)	

1110. *Skilled Workmen*.—This grade will be abolished in due course (*vide* paragraph 843 of Sessional Paper VIII. of 1934).

1111. *Linemen*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales and the scales we propose for this grade are shown below.

	Pre-Sessional Paper VIII. of 1934 scales.		Sessional Paper VIII. of 1934 scales.		Proposed scales.	
	Rs.		Rs.		Rs.	
Linemen :						
Class I.	600—720	..	480—672	..	480—660	..
	5 of 24		8 of 24		15 of 12	
Grade II.	360—600	..	360—540	..	360—480	..
	12 of 20		10 of 18		10 of 12	

1112. *Lorry Driver*.—According to Sessional Paper VIII. of 1934 (paragraph 845), this post will be abolished on the retirement of the present holder.

1113. *Van Driver*.—We have proposed in paragraph 1185 of Part I. of our Report that this employee should be on a daily rate of pay.

ALLOWANCES.

1114. *Allowance to Learners, Local Postmasters and Local Assistant Postmasters in training*—A sum of Rs. 5,000 is provided under this item in the 1938-39 Estimates. But the Postmaster-General reports that "in view of the present position, following the retrenchment proposals, it is unlikely that fresh Learners will be recruited during the next financial year and since under the retrenchment proposals the grades of Local Postmaster and Local Assistant will disappear, further recruitment in 1939-40 will not be necessary. In the event of recruitment being recommenced, allowances to Learners will be essential as it would be impossible to expect a Learner to reside in Colombo during his period of training in postal, telegraph and telephone work without some form of remuneration". We therefore consider that the vote should be reduced to a nominal figure—say Rs. 500—until such time as it is found necessary to train officers. With regard to the rate of the allowance, we understand that learners are paid Rs. 30 per mensem, an amount which, in our opinion, is excessive. We recommend that it be reduced to Rs. 20 per mensem.

1115. *Efficiency Allowances to Signallers*.—This allowance is restricted to Signallers employed at the Radio Station, the rate being Rs. 15 per mensem each. Ten officers are at present in receipt of this allowance. We endorse the recommendation made by the Select Committee on Salaries and Cadres that this allowance should be retained.

1116. *Supervising Allowances*.—An allowance of Rs. 20 per mensem is paid to each of 21 Supervising Officers in the following offices.—

General Post Office	11
Central Telegraph Office	9
Radio Office	1

The Postmaster-General reports that these officers carry out duties of a very exacting and responsible nature. In the case of the General Post Office and the Central Telegraph Office, the Supervising Officers are required to be on their feet during practically the whole period of their attendance. They have to be constantly on the alert, and they have no slack periods for rest or periods of light work. In the case of the Radio Office, the Postmaster has to be an officer with technical qualifications in order that the Radio Station may be kept at a high level of efficiency.

Prior to 1932 these allowances were paid in other large offices outside Colombo, but in that year the number of these allowances was reduced and paid only to the three large offices in Colombo referred to above. We are satisfied with the reasons for the continuation of the allowances that are paid at present.

1117. *Allowances to Instructor, Telegraph School; Rs. 240 per annum*.—The Postmaster-General reports as follows.—

"This officer is responsible for training recruits of the Postmasters' class and lower grades and for assisting postmasters in Colombo offices in preparing themselves for the efficiency bar and charge examination. He is required to be an officer of exceptional ability with a thorough knowledge of technology as required by the Telecommunication system. The Instructor must also have a thorough knowledge of telecommunication and postal rules and procedure and in addition be an efficient operator. The discontinuance of this allowance would involve the recruitment of an officer for training purposes and such an officer would have to be given the grade of teacher. The school at present has a daily attendance of about a dozen officers of the Night Telephonist and Postmasters' Classes. The Instructor's services are also utilized in the Central Exchange in training operators for phonogram work and in the traffic code and working rules. The continuance of this allowance is justified so long as this officer has to be employed on these specialized duties".

We agree with these views and recommend the retention of this allowance.

1118. *Allowance to the Teacher at the Telephone Exchange: Rs. 120 per annum.*—For reasons similar to those urged in support of the allowance to Instructor, Telegraph School, the Postmaster-General recommends the retention of this allowance. We have no objection.

1119. *Allowances to Senior Telephonists and Night Telephonists.*—We understand that the allowances to these officers, viz., Rs. 10 per mensem each to 7 Senior Telephonists and Rs. 15 per mensem each to two Night Telephonists have been discontinued with effect from May, 1939, due to the change over to automatics.

1120. *Duty allowance to one Stenographer.*—An allowance of Rs. 15 per mensem is paid to a clerk in the Chief Telecommunication Engineer's Office for performing the duties of a Stenographer. The Postmaster-General has agreed that with the appointment of additional Stenographers, as provided for in the 1938-39 Estimates, this allowance should be abolished.

1121. *Remuneration to Sub-Postmasters.*—This remuneration is paid to those Sub-Postmasters who were in service on June 1, 1927, and who did not elect to be paid on the unit basis. The Postmaster-General has reported that as these Sub-Postmasters leave the service the amount involved will decrease as all new entrants are paid on the unit basis.

CHAPTER LXXXIII.

HEAD 76.—PUBLIC WORKS DEPARTMENT.

1122. Before proceeding to state our recommendations in regard to salary scales of the various grades of the Public Works Department, it is necessary to note that we anticipate that, in the not distant future, wider facilities will be available locally for obtaining the qualifications necessary for higher appointments in this Department.

1123. *Director of Public Works.*—The pre-Sessional Paper VIII. of 1934 salary scale of this post is £1,600—50—1,750 and the Sessional Paper VIII. of 1934 scale is Rs. 18,000—900—19,800. These are the scales of Class I., Grade I. of the Civil Service. We have assigned to Class I., Grade I., of the Civil Service a fixed salary of Rs. 18,000, and we assign the same salary to this post.

1124. *Deputy Director of Public Works.*—The pre-Sessional Paper VIII. of 1934 salary of this post is £1,350; the Sessional Paper VIII. of 1934 salary is Rs. 15,900 which is Rs. 900 more than the maximum salary of Class II. of the Civil Service. We assign to this post a salary of Rs. 14,400, which preserves the existing position relative to the Civil Service salaries.

1125. *Assistant Directors of Public Works.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are:

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.
First Assistant Director	£1,050—1,250	Rs. 12,600—15,000
	4 of 50	4 of 600
Second Assistant Director	£1,000—1,200	Rs. 12,000—14,400
	5 of 40	4 of 600

Under the recommendations contained in paragraph 1197 of Part I. of our Report only one of these two posts will be retained on the establishment of the Department. For this post we recommend the salary scale Rs. 10,200—7 of 360—12,720.

1126. *Office Assistant.*—The holder of this post is paid salary on the same scale as members of Class III. of the Civil Service. This grading is appropriate and we assign to it the scale we have proposed for Class III. of the Civil Service, viz., Rs. 3,600—300—Rs. 6,000.

1127. *Engineering Assistant.*—The pre-Sessional Paper VIII. of 1934 salary scale of this post is £1,000—40—1,200. The Select Committee on Salaries and Cadres, in paragraph 865 of Sessional Paper VIII. of 1934, have assigned to this post a salary of Rs. 6,840—10 of 384—2 of 420—6 of 480—14,400 which is a combination of their scales for District Engineers and Provincial Engineers. The Director of Public Works has suggested that the Sessional Paper VIII. of 1934 grading of this post should be retained (*vide* paragraph 1198 of Part I. of our Report). We accept this suggestion and propose a salary scale of Rs. 6,240—15 of 240 and 6 of 360—12,000 (E.B. before Rs. 8,400 and Rs. 9,840) for the post of Engineering Assistant which, under our proposals, will be designated Chief Engineer, Designs.

The Sessional Paper VIII. of 1934 contains a recommendation that a District Engineer or a Provincial Engineer promoted to be Engineering Assistant should be placed at a point in the scale of Rs. 6,840—14,400 two increments above the point at which he is situated in the grade of District Engineer or Provincial Engineer. We intend that officers appointed on the scale proposed by us should enjoy a similar concession.

1128. *Chief Architect.*—The pre-Sessional Paper VIII. of 1934 scale of this post is £1,000—40—1,200. The scale assigned to this post in paragraph 870 of Sessional Paper VIII. of 1934 is Rs. 12,000—480—14,400, which is the same as that assigned by the Select Committee on Salaries and Cadres to Provincial Engineers. The Director of Public Works has suggested that this post should in future carry a salary scale which is a combination of the scales of salary of the District Engineer and the Provincial Engineer grades (paragraph 1198 of Part I. of our Report). We accept this recommendation and propose a salary of Rs. 6,240—15 of 240 and 6 of 360—12,000 (E.B.B before Rs. 8,400 and Rs. 9,840).

1129. *Assistant Architects.*—Under the 1922 Salary Scheme, Assistant Architects were graded with District Engineers on the salary scale of £500—30 and 40—960. The Select Committee on Salaries and Cadres assigned to Assistant Architects a salary scale of Rs. 4,200—6 of 360—6,360 : E.B. : Rs. 6,840—10 of 384, 2 of 420—11,520 which is a combination of the scales proposed by them for Assistant Engineers, Grade I., and District Engineers. In 1936 this scale was divided into two sections :

Grade II.	..	..	Rs. 4,200—6 of 360—6,360
Grade I.	..	..	Rs. 6,840—10 of 384, 2 of 420—11,520,

to correspond with the scales of Assistant Engineers, Grade I., and District Engineers. We retain the same grading and propose the following scales for Assistant Architects :

Grade II.	..	..	Rs. 3,300—15 of 180—6,000
Grade I.	..	..	Rs. 6,240—14 of 240—9,600 (E. B. before 8,400)

1130. *Junior Assistant Architects.*—We propose for this grade a salary of Rs. 2,400—120—3,000, the same as that proposed by us for Junior Assistant Engineers.

1131. *Drawing Office Assistant.*—The pre-Sessional Paper VIII. of 1934 salary scale of these posts is Rs. 4,000—180 and 120—7,000. In the Sessional Paper VIII. of 1934 scheme they have been assigned a salary of Rs. 4,000—180—5,800, which is the scale assigned in that Sessional Paper to Assistant Engineers, Grade II. In our scheme we have assigned to Assistant Engineers, Grade II., the salary scale Rs. 3,150—11 of 150—4,800 (E. B. before Rs. 3,900). We assign the same scale to Drawing Office Assistants.

1132. *Junior Assistant Engineers, Assistant Engineers, District Engineers and Provincial Engineers.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of these grades and the scales we propose are shown below :

	Pre-Sessional Paper VIII. of 1934 scale.	Sessional Paper VIII. of 1934 scale.	Proposed scale.
Provincial Engineers ..	£1,000—1,200	Rs. 12,000—14,400	Rs. 9,840—12,000
	5 of 40	5 of 480	6 of 360
District Engineers ..	£500—960	Rs. 6,840—11,520	Rs. 6,240—9,600
	2 of 30, 1 of 40 and 12 of 30	10 of 384, 2 of 420	14 of 240 (E.B. before 8,400)
Assistant Engineers :		Rs. 4,200—6,360	Rs. 3,300—6,000
Grade I. }	Rs. 4,000—7,000	6 of 360	15 of 180 (E.B. before 4,560)
Grade II. }	16 of 180, 1 of 120	Rs. 4,000—5,800	Rs. 3,150—4,800
		10 of 180	11 of 150 (E.B. before 3,900)
Junior Assistant Engineers ..		Rs. 2,700—3,600	Rs. 2,400—3,000
		6 of 150	5 of 120

Apart from a reduction in the salaries of these grades, we propose no change in the scheme contained in Sessional Paper VIII. of 1934. Under our scheme, as under the Sessional Paper VIII. of 1934 scheme, posts of Assistant Engineer, Grade II., will be filled mainly by promotion from the grade of Inspector. Only persons possessing the A.M.I.C.E. will be eligible for appointment as Assistant Engineers, Grade I., and later as District Engineers; but no Assistant Engineer Grade I. should be promoted to the Grade of District Engineer until he has at least passed the E.B. before Rs. 4,560.

According to our reorganization proposals, the posts of Provincial Engineer and District Engineer will be designated Superintending Engineer and Executive Engineer, respectively.

1133. *Inspectors and Sub-Inspectors.*—The Sessional Paper VIII. of 1934 scales and the scales we propose for these grades are shown below.—

	Pre-Sessional Paper VIII. of 1934 scale.	Sessional Paper VIII. of 1934 scale.	Proposed scale.
Sub-Inspectors ..	Rs. 1,200—1,500	Rs. 1,200—1,500	Rs. 720—1,680
	5 of 60	60 E.B.	10 of 42, 10 of 54 (E.B. before Rs. 1,194)
	Rs. 1,700—2,300	Rs. 1,700—2,276	
	6 of 100	96	
Inspectors ..	Rs. 3,000—3,600	Rs. 2,520—3,600	Rs. 1,740—3,000
	5 of 120	180	14 of 90 (E.B. before 2,460)

The reduction of the initial salary of the grade of Sub-Inspector from Rs. 1,200 to Rs. 720 requires explanation. Under the pre-Sessional Paper VIII. of 1934 scheme a Head Overseer, Grade II., (now Sub-Inspector) of the Public Works Department commenced on a salary of Rs. 1,200 which was approximately the salary a clerk in Class II. of the General Clerical Service could attain in his fourth year of service. Under the Sessional Paper VIII. of 1934 scheme the commencing salary of a Sub-Inspector is attained by a clerk in Class II. in his sixth year of service. Under the scheme proposed in Chapter XXII. of this Report, clerks of the type now recruited to Class II. will commence on a salary of

Rs. 480 per annum. It has become necessary, therefore, for reasons more fully explained in paragraph 269 of this Report, to assign to this grade a commencing salary which roughly approximates to that to which a clerk could attain in a reasonable period.

1134. *Draughtsmen*.—The structure and salaries of this Service more or less correspond with the structure and salaries of the General Clerical Service. We propose for the Draughtsmen of the Public Works Department the following scales of salary which are the same, save in the Special Grade of Class I., as those recommended by us for Draughtsmen of the Survey Department :

Class I. :		
Special Grade (one post)	..	Rs. 3,720
Grade I.	..	Rs. 2,340—3,180
		10 of 84
		Rs. 900—2,280
Grade II.	..	10 of 48, 15 of 60
		(E.B. before Rs. 1,560)
Class II. :		
Grade I.	..	Rs. 1,296—1,620
		9 of 36
		Rs. 480—1,260
Grade II.	..	26 of 30
		(E.B. before 900)

We intend that the numbers in the various grades, promotion from grade to grade, and recruitment to this Service should be governed by the same principles as those proposed by us for the re-organized General Clerical Service. The Director of Public Works should, in consultation with the Treasury and the Deputy Chief Secretary, settle the details of the scheme.

1135. *Motor Car Driver (Director of Public Works' Car)*.—This post is to be abolished (*vide* paragraph 1208 of Part I. of our Report).

1136. *Telephone Operator (Head Office)*.—This post is to be abolished (*vide*, paragraph 1207 of Part I. of our Report).

1137. *Artificer for Lithographic Press (Rs. 450—15—540)*.—The Sessional Paper VIII. of 1934 scale of this post is Rs. 408—12—540. We recommend that this employee should in future be paid on the salary scale Rs. 360—12—480.

1138. *Plan Printers*.—These employees are at present on the salary scale Rs. 408—12—540. We propose a salary of Rs. 360—12—480.

GOVERNMENT FACTORY.

1139. *Factory Engineer, Mechanical Engineer*.—The pre-Sessional Paper VIII. of 1934 and Sessional Paper VIII. of 1934 scales of these posts are.—

	Pre-Sessional Paper VIII. of 1934 scale.	Sessional Paper VIII. of 1934 scale.
	£	Rs.
Factory Engineer	1,000—1,200	12,000—14,400
	40	480
Mechanical Engineer (designated, prior to October 1, 1934, Assistant Factory Engineer)	500—960	6,840—11,520
	30, 40	384, 420

In paragraph 1229 of Part I. of our Report we have recommended, with the concurrence of the Director of Public Works, that the duties of these two posts should be combined and that the combined post should carry a salary scale, which

is a combination of the District Engineers' and Provincial Engineers' scales. We accordingly propose for this post a salary scale of Rs. 6,240—15 of 240 and 6 of 360—12,000 (E. B. before Rs. 8,400 and Rs. 9,840).

1140. *Assistant Mechanical Engineers.*—The pre-Sessional Paper VIII. of 1934 scale of these posts is £500—30 and 40—780. The Select Committee on Salaries and Cadres anticipated that these posts and the higher posts in the Government Factory would be filled by the promotion of Assistant Engineers, Grade I., who possess mechanical engineering qualifications. For this reason the Committee assigned to this grade a salary scale of Rs. 6,840—8 of 384—9,912, which is a segment of their scale for District Engineers. There appears to be no reason why the salary scales of Assistant Mechanical Engineers should not fall into line with the salaries of Assistant Engineers and District Engineers. We propose, therefore, the following scales of pay for Assistant Mechanical Engineers, who according to our reorganization proposals will be designated Assistant Factory Engineers.—

	Rs. 3,300—6,000
Grade II.	15 of 180 (E. B. before 4,560)
	Rs. 6,240—9,600
Grade I.	14 of 240 (E. B. before 8,400)

Only persons possessing the A.M.I.M.E. should be eligible for appointment to Grade II: Grade I. should be normally filled by the promotion of Assistant Mechanical Engineers, Grade II.

1141. *Junior Assistant Mechanical Engineers (2).*—The salary scale assigned to these posts in paragraph 449 of Sessional Paper XXVIII. of 1935 is.—

	Rs.
1,200—5 of 60—1,500	E. B.
1,700—6 of 96—2,276	E. B.
2,520—6 of 180—3,600	E. B.
4,000—10 of 180—5,800	

which is a combination of the salary scales assigned in Sessional Paper VIII. of 1934 to the grades of Sub-Inspector, Inspector and Assistant Engineer, Grade II. We recommend for these posts, which will according to our reorganization proposal be designated Junior Assistant Factory Engineer, the following scale which preserves its present grading.—

	Rs.
720—10 of 42, 10 of 54—1,680	(E. B. before Rs. 1,194)
1,740—14 of 90—3,000	(E. B. before Rs. 2,460)
	E. B.
3,150—11 of 150—4,800	(E. B. before Rs. 3,900)

It will be observed that the above proposal provides for a time scale of 48 years. We assume that, with the numbers we propose for the grades of Sub-Inspector, Inspector, and Assistant Engineer, Grade II., from the salary scales of which this scale is derived, an efficient Sub-Inspector or Inspector will receive promotion to the next higher grade before he reaches the maximum of his scale. In this department, however, there are only 2 officers in this grade and they will ordinarily remain in it throughout their career. A special arrangement is therefore necessary to ensure that they have reasonable prospects of promotion from one range to the next. We recommend that an efficient Junior Assistant Factory Engineer should be considered for promotion to the next higher range of the scale when he has passed the efficiency bar in the range in which he is situated. This will enable an efficient officer to reach the maximum of his scale before he retires.

1142. *Shop Foremen, Grades I. and II.; Assistant Foreman: Minor Supervisors.*—These are new posts which came into existence from October 1, 1936.

The following extracts from a memorandum dated April 25, 1936, prepared by the Director of Public Works explain the creation of these posts:—

* * * * *

13. In regard to the *Shop Officers*, the present arrangement, according to which the workshops in the Government Factory are in charge of Assistant Engineers, Inspectors and Sub-Inspectors, has been found to be unsatisfactory. The work in the shops is highly specialized and is entirely different from the work performed by officers in these grades outside the Government Factory. The officers attached to the Factory thus become unfitted by experience for work outside the Government Factory and their prospects of promotion in the general cadre of the Public Works Department are therefore adversely affected for no fault of their own. On the other hand to be specialists in their own line and to discharge their duties in the shops efficiently and economically, shop officers must gain considerable experience and knowledge of such matters as rating and timing of work, special processes and ordering and use of materials, and also be good managers of labour and possess many other qualities.

Officers corresponding to the Shop Officers in the Factory in other Government Workshops, such as those of the Railway and Port Commission, viz., Workshop Foremen, are nearly all Europeans trained in mechanical engineering firms in England. It is essential that officers in the Government Factory too should be similarly trained at least in the Factory itself.

14. It is therefore proposed to create a new grade of Workshop Foremen, Assistant Foremen and Minor Supervisors as special Shop Officers in the Government Factory. The intention is that these grades should be confined to the Factory and should afford a career in themselves. The Select Committee agreed to the principle underlying these proposals, but could not make final recommendations as the matter was under discussion with the Treasury.

15. It is recommended that the creation of the following post be approved:—

Designation of Office.	Shop in which to be employed.	Salary Scale. Rs.
4 Foremen : 3 Grade I. ..	{ Bridge	1,700—2,276
		96 E. B.
		2,520—3,600
1 Grade II. ..	{ Machine and Fitting	180 E. B.
		4,000—5,800
		180 1,700—2,276
2 Minor Supervisors	{ Carpentry	96 E. B.
		2,400—4,200
		180 1,200—1,500
4 Assistant Foremen ..	{ Concrete	60 E. B.
		1,700—2,276
		96 1,200—1,500
	{ Paint and Typewriter	60 E. B.
		1,700—2,276
		96

We recommend for these posts the following salary scales which preserve the relative position they now bear to the salary scales of the subordinate technical staff of the Department:—

Shop Foremen :			Ra.
Grade I.	..	..	1,194—9 of 54—1,680
			E. B.
			1,740—14 of 90—3,000
			(E. B. before Rs. 2,460)
			E. B.
			3,150—11 of 150—4,800
			(E. B. before Rs. 3,900)
Grade II.	..	..	1,194—9 of 54—1,880
			E. B.
			1,740—14 of 90—3,000
			(E. B. before Rs. 2,460)
			E. B.
			3,120—4 of 120—3,600
Assistant Foremen)			
Minor Supervisors)		..	720—10 of 42, 10 of 54—1,680
			(E. B. before Rs. 1,194)

We intend that the recommendation we have made in paragraph 1141 should apply to the officers in these grades.

1143. *Storekeepers; Timekeepers and Clerks, Factory Clerical Service, employed in the Government Factory and the Public Works Department Stores.*—Prior to October 1, 1936, the clerical, storekeeping and timekeeping work of the Government Factory and the Public Works Department Stores was performed by members of a Departmental Clerical Service known as the Factory Clerical Service. This Service carried the following scales of salary:—

	Pre-Sessional Paper VIII. of 1934 scale. Ra.	Sessional Paper VIII. of 1934 scale. Ra.
Class I.	1,900—3,100	1,668—2,748
	10 of 120	10 of 108
	(E.B. before Rs. 2,860)	(E.B. before Rs. 2,532)
	540—1,780	480—1,560
Class II.	9 of 40, 11 of 80	10 of 36, 10 of 72
	(E.B. before Rs. 980)	(E.B. before Rs. 912)

In a memorandum dated July 6, 1936, the Director of Public Works proposed:—

(i.) That the following 11 posts filled by members of the Factory Clerical Service should be separately itemized in the annual Estimates:—

Factory Storekeeper	..	..	1
Assistant Storekeeper	..	..	1
Public Works Department Storekeeper	..	..	1
Assistant Storekeeper	..	..	1
Head Timekeeper	..	..	1
Assistant Timekeepers	..	..	6
			<u>11</u>

and (ii.) That the other posts should gradually be abolished by converting them to General Clerical Service posts as members of the Factory Clerical Service retire from service.

With Treasury concurrence provision to give effect to these proposals was included in the Estimates for 1936-37.

Of the 11 posts referred to in the previous paragraph only 7 will be carried in the establishment of the Public Works Department under the organization proposed by us. For these posts we propose the following scales of pay:—

		Ra.
1 Factory Storekeeper	..	900—2,280
1 Head Timekeeper, Factory	..	10 of 48, 15 of 60
		(E.B. before Rs. 1,560)
		480—1,260
5 Assistant Timekeepers	..	26 of 30
		(E.B. before Rs. 900)

ALLOWANCES.

1144. *Duty Allowance to Second Assistant Director.*—Under the organization proposed by us the post of Second Assistant Director will be abolished. The question of the payment of this allowance does not therefore arise.

1145. *Allowance to Clerk for acting as Pay Clerk and Cashier, Rs. 600.*—It has been decided in connection with the reorganization of the accounting system in force in the Department to separate the work of Cashier from that of Pay Clerk. The Treasury is of the opinion that, under the new arrangement, the need for a special allowance will disappear; the officer appointed as Cashier would have to take out an indemnity policy, the premium on which would be paid by Government. We endorse the Treasury view and recommend that this allowance be discontinued as soon as a separate Cashier is appointed.

1146. *Allowance to Engineering Apprentices.*—The rates appearing in the 1938-39 Estimates are—

1st and 2nd year	..	..	Nil.
3rd year	..	..	75 cents plus 25 cents (outstation allowance) per diem.
4th year	..	..	Re 1·75 plus 50 cents (outstation allowance) per diem.
5th year	..	..	Rs. 2·10 plus 75 cents (outstation allowance) per diem.

In view of the reduced scales proposed by us for Sub-Inspectors, we consider that Engineering Apprentices should receive a reduced remuneration in their 4th and 5th years of training: the rates we propose are—

4th year	..	..	Re. 1·12 plus 37 cents (outstation allowance) per diem.
5th year	..	..	Re. 1·50 plus 50 cents (outstation allowance) per diem.

CHAPTER LXXXIV.

HEAD 79.—CIVIL AVIATION.

1147. The only post under this Head which calls for comment is that of Aerodrome Officer, but as the post has been deleted from the Estimates for 1939-40 it is unnecessary to assign a salary scale to it. If the post is reintroduced into the annual estimates the Treasury should be requested to fix a suitable salary.

1148. *Aerodrome Traffic Foreman.*—In the draft Estimates for 1939-40 provision appears for a new post of Aerodrome Traffic Foreman on the salary scale Rs. 420—36—600. We have no objection to this range of salary but we consider the increment too high. We therefore assign to this post the salary scale Rs. 420—18—600.

ALLOWANCES.

1149. *Allowance to Aero Club Instructor for acting as Aerodrome Officer.*—As the Aero Club is granted a subsidy by Government, arrangements have been made with the club to utilize the services of the Club Instructor for acting as Aerodrome Officer, thus avoiding the appointment of a separate officer for this work. The allowance paid is Rs. 1,200 per annum. This arrangement is economical and has so far worked satisfactorily. We have no objection to its continuance.

1150. *Aircraft Observation at Talaimannar.*—An allowance of Rs. 25 per mensem is paid to the Station Master, Talaimannar, for observation and signalling of aircraft at the Aircraft Reporting Base at Talaimannar. Provision for this was made by supplementary estimate in 1938-39. The work involved is not heavy and is done during office hours. Postmasters do several items of work which are not connected with the Post and Telegraph Department, for which they receive no additional remuneration; and it may be argued that Station Masters need not be paid for this work, if done during working hours, but that the Railway should recover the amount as fee for services rendered and credit it to its own revenue.

We are not aware of the exact nature of the work and how it would develop in the future. We make no recommendation at this stage and suggest that the Treasury might examine our point of view in due course.

1151. *Overtime payment to the Air Port Clerk.*—A sum of Rs. 200 is provided in the 1939-40 Estimates (Second Print) for overtime payment to the Air Port Clerk for work on Sundays and Holidays. Payment is to be made at the rate of Rs. 2.50 per diem, only for days on which work is done. We have no objection.

1152. *Efficiency allowances and bonuses to the members of the Air Port Fire Brigade and Ambulance Corps.*—A sum of Rs. 575 has been provided in the 1939-40 Estimates (Second Print) for payment of half yearly or annual bonuses to Airport Staff for efficiency in Fire Brigade and Ambulance work. As regards training in Fire Brigade work, it is proposed to pay Government employees half-yearly allowances and non-Government Engineers half-yearly bonuses provided a minimum number of drills is put in and the personnel is reported as efficient at the half-yearly inspection by the Chief Officer, Colombo Municipal Council Fire Brigade. As regards training in First Aid, the personnel will be required to attend First Aid Classes at the Railway Workshops and, provided they attend a minimum number of inspection classes, hold the St. John Ambulance Certificate, pass an annual re-examination test and attend an annual inspection, will be granted annual allowances in the case of Government employees and annual bonuses in the case of non-Government Engineers. The allowances proposed are in our opinion reasonable and we have no objection to the Scheme being put into effect.

CHAPTER LXXXV.

CEYLON GOVERNMENT RAILWAY.

1153. In the introductory section of our Report on the Cadre of this Department (Part I., paragraphs 1267-1271) we have referred to the various steps taken recently in an endeavour to place the Railway on a sound footing so that it may cease to be a charge on the General Revenue of the Island. It is therefore unnecessary in this section of our Report to refer to them again in detail. Attention should, however, be drawn to the observations in regard to rates of pay made by the Special Commission appointed by the Secretary of State for the Colonies to report on the Transport System of Ceylon and contained in paragraph 66 of its Report—Sessional Paper XII. of 1937. For easy reference we quote below these observations:—

“ *Rates of Pay.*—As several witnesses complained to us that the rates of pay on the Railway were much higher than those in force in commercial work, we asked the Chamber of Commerce as an authoritative body whose members had practical experience in this matter to give us a statement showing the usual rates of pay for various trades. The Chamber replied as follows:—

‘ The rates of pay for any particular class of work are not strictly constant throughout all sections of employers, and the figures quoted are based on returns from three leading concerns.

Building Foreman	..	..	Rs. 100 to Rs. 160 a month
Fitter	..	..	21 cents an hour to Rs. 2 a day
Turner	..	..	20 cents an hour to Rs. 2 a day
Smiths	..	..	22 cents an hour to Rs. 2 a day
Mason	..	..	Re. 1.50 to Rs. 2 a day
Carpenter	..	..	17 cents an hour and Re. 1.25 a day to Rs. 2 a day
Chauffeur	..	..	Rs. 40 to Rs. 60 a month
Unskilled Labour	..	..	76 cents to Re. 1 a day
The comparable figures on the Railway are :			
Building Foreman	..	..	Rs. 9 to Rs. 10 a day
Assistant Building Foreman	..	..	Rs. 7 to Rs. 8.50 a day
Tradesmen and Skilled Labour at hourly rates, working 48 hours a week	..	..	Grade 4—20 cents to 35 cents an hour
			Grade 3—36 cents to 53 cents an hour
Ditto at daily rates, working 52 hours a week	..	..	Grade 4 Re. 1.60 to Rs. 2.80 a day
			Grade 3 Rs. 2.88 to Rs. 4.24 a day
Unskilled labour	..	..	8 cents an hour to Re. 1.44 a day

“ Except in the lower paid ranks of unskilled labour, the contrasts are rather remarkable. Even on the low basis of only 25 working days in the month, the lowest paid of assistant building foremen on the Railway gets more than the highest grade of building foreman in ordinary work; the highest paid of building foreman on the Railway gets over 50 per cent. more.

“ Amongst the skilled workmen, the starting wage is about the same, but even on the basis of the 40-hour week being worked at present, *i.e.*, 6 2/3 hours a day, the skilled tradesman on the Railway on Grade 4 can get Rs. 2.33 a day against the highest pay outside of Rs. 2 a day. But there is a whole grade receiving higher pay than these in the Railway, Grade 3. Their pay ranges from Rs. 2.40 to Rs. 3.53 a day against Rs. 2 a day elsewhere. The skilled tradesman on daily rates on the Railway gets still more, his maximum being more than double that of his fellow in commercial employ.

“ Pay in the operating grades is still higher in comparison. A junior guard receives Rs. 70 to Rs. 90 a month as against the maximum of Rs. 50 to Rs. 60 of a skilled tradesman outside, and a head guard gets Rs. 100 to Rs. 180 a month whilst in Class II.; when he is promoted to Class I. he gets Rs. 200 to Rs. 270 a month. A fireman ‘ A ’ class on the Railway gets Rs. 110 to Rs. 145 a month, or more than double the wage which a skilled workman in ordinary life can earn. When he is promoted engine driver the lowest pay starts at Rs. 150 a month and rises as high as Rs. 305 a month.

“ *Staff.*—In the clerical grades the same contrast exists. The Chamber of Commerce gave us the following information:—

‘ Clerical Staff—The average monthly salary of a large establishment is Rs. 75 with a minimum of Rs. 25 and a maximum of Rs. 200; and the more usual range is Rs. 40 to Rs. 200.’

“ As against this the pay of the Railway Clerical Service is as follows:—

Class III.	..	..	..	Rs. 40 to Rs. 100 a month
Class II.	..	..	..	Rs. 56 to Rs. 203 a month
Class I.	..	..	..	Rs. 212 to Rs. 293 a month
Special Class	..	..	..	Rs. 300 to Rs. 332 a month
Staff	..	..	..	Rs. 400 a month.

“ Leaving aside the last two special classes, the whole of the clerical staff in Class I. receives more than the usual maximum given in commercial life.

“ Nor do the advantages enjoyed by the Railway staff end with their pay. In addition all in the pensionable grades which include the clerical service, engine drivers and firemen, guards of all classes, shunters and checkers receive pensions on a generous scale to which they do not contribute, liberal holidays every year, free quarters and cheap travelling facilities, none of which are enjoyed by the ordinary clerk or workers in commercial employ.”

GENERAL MANAGER'S DEPARTMENT.

1154. *General Manager.*—The pre-Sessional Paper VIII. of 1934 salary scale of this post is £1,600—50—1,750 and the Sessional Paper VIII. of 1934 scale is Rs. 18,000—900—19,800. These salaries are the same as those of Class I., Grade I., of the Civil Service. We have assigned to Class I., Grade I., of the Civil Service a fixed salary of Rs. 18,000, and we assign the same salary to this post.

1155. *Superintendent, Organization and Staff; Operating Superintendent; Commercial Superintendent.*—These are the altered designations of the three posts of Deputy General Manager. The pre-Sessional Paper VIII. of 1934 salary of this grade is £1,150—50—1,300 and the Sessional Paper VIII. of 1934 salary is Rs. 13,800—3 of 600—15,600.

1156. In discussing the Headquarters Staff of the General Manager's Office, we stated in paragraphs 1274 to 1276 of Part I. of our Report, Sessional Paper XIV. of 1939:—

* * * * *

" 1274. After reviewing all the circumstances of the case the Acting General Manager is of the opinion that the solution to the problem is to place two of the three posts of Superintendent, Headquarters, on the same status and salary as the Divisional Transportation Superintendents, Nawalapitiya and Anuradhapura; the other officer should, in addition to his own designation, be known as Deputy General Manager. The latter, naturally will be the senior officer and will retain the present scale of salary.

" 1275. According to his scheme, the two junior Superintendents will be on the same scale of salary as the Divisional Transportation Superintendents, Nawalapitiya and Anuradhapura, and as such they will continue to remain in the Headquarter Office until such time as the post of Divisional Transportation Superintendent, Colombo (salary £1,000—50—1,100) falls vacant when the senior officer on the lower scale of £900—40—1,020 will be eligible for promotion to that post. The Divisional Transportation Superintendent, Colombo, will be the only officer eligible for promotion to the post of Deputy General Manager and Superintendent, Organization and Staff, Operating or Commercial, as the case may be, unless there is a more suitable officer in another Sub-Department. He adds that the organization suggested above, besides providing for the necessary training and specialization in the various branches, will enable all the officers in turn to gain experience as Divisional Transportation Superintendent in charge of the premier Division of the Railway, and that there will always be one officer who can be relied upon to act for the General Manager during his absence on short leave, inspections, &c.

The Acting General Manager assures us that these proposals are in the best interests of the service both from the point of view of efficiency and of the officers themselves and he strongly recommends their adoption.

" 1276. At present the three Superintendents at Headquarters are of the same status and on the same scales of salary, whereas according to the organization suggested by the Acting General Manager two posts will carry a lower scale, viz., £900—40—1,020, while the third will be on the existing scale of £1,150—50—1,300. Consequently, apart from the other administrative advantages enumerated by him, there will be a saving in salaries of £500 per annum on the initial (£1,150—900) × 2 and £560 per annum on the maximum (£1,300—1,020) × 2."

We see no objection to the adoption of the scheme suggested by the Acting General Manager."

1157. It has since been brought to our notice that the Acting General Manager's scheme is likely to give rise to considerable administrative difficulties; an arrangement under which the Operating Superintendent might be junior to the Divisional Transportation Superintendent, Colombo, and might on promotion be appointed to that post, which is essentially subordinate to the post of Operating Superintendent would not be workable in actual practice. We therefore recommend the following modification of the General Manager's Scheme:—the Commercial Superintendent and the Superintendent, Organization and Staff should be of the same status and on the same salary as the Divisional Transportation Superintendents, Nawalapitiya and Anuradhapura: the Operating Superintendent should have added to his own designation that of Deputy General Manager and receive salary on a scale higher than that assigned to the holders of the four posts mentioned above; the Divisional Transportation Superintendent, Colombo, should occupy a place intermediate between the Operating Superintendent and the other four officers; the post of Divisional Transportation Superintendent, Colombo, should normally be filled by the promotion of one of

the four officers, (viz., the Commercial Superintendent, the Superintendent, Organization and Staff, the Divisional Transportation Superintendent, Nawalapitiya, and the Divisional Transportation Superintendent, Anuradhapura), and the post of Operating Superintendent by the promotion of the Divisional Transportation Superintendent, Colombo. On this basis we assign the following scales of salary to the three posts of Superintendent:—

Operating Superintendent and Deputy General Manager	Rs. 11,640—6 of 360—13,800
Commercial Superintendent	} .. Rs. 9,000—4 of 300—10,200
Superintendent, Organization and Staff	

Our recommendation in regard to the salary scales of the Divisional Transportation Superintendents will be found in paragraph 1182.

CHIEF ACCOUNTANT'S DEPARTMENT.

1158. *Sorter*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of this post are Rs. 510—30—600 and Rs. 420—15—510. We assign to this post the salary scale Rs. 360—12—480: we have assigned this salary to a number of comparable posts and grades.

RAILWAY STOREKEEPER'S DEPARTMENT.

1159. We have dealt with the salaries of the staff of this Sub-Department of the Railway in our Chapter on the Government Stores.

WAY AND WORKS DEPARTMENT.

1160. *Engineer, Deputy Engineer, and Assistant Engineer, Way and Works*.—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are:—

	Pre-Sessional Paper VIII. of 1934 scales.	Sessional Paper VIII. of 1934 scales.
	£	Rs.
Engineer ..	1,100—50—1,300	.. 13,200—600—15,600
Deputy Engineer ..	900—40—1,100	.. 10,800—480—13,200
Assistant Engineer ..	900—40—1,020	.. 10,800—480—12,720

We assign to these posts the following scales of salary:—

Engineer ..	..	Rs. 10,920—8 of 360—13,800
Deputy Engineer ..	..	Rs. 9,000—6 of 300—10,800
Assistant Engineer ..	..	Rs. 9,000—4 of 300—10,200

1161. *Office Assistant to Engineer, Way and Works*.—The salary history of this post is contained in paragraph 953 of Sessional Paper VIII. of 1934. The present scale of this post is Rs. 4,400—8 of 200—6,000 and the Sessional Paper VIII. of 1934 scale is Rs. 3,600—4 of 300—4,800. We assign to this post the salary scale Rs. 3,000—150—4,500 which bears an appropriate relation to the salaries we have proposed for the Railway Clerical Service.

1162. *District Engineers: Assistant District Engineers.*—The existing salary scales of these posts are:—

	Pre-Sessional Paper VIII. of 1934 scales.	Sessional Paper VIII. of 1934 scales. Rs.
District Engineers ..	£500—960 30 and 40	6,840—11,520 10 of 384, 2 of 420
Assistant District Engineers ..	Rs. 4,000—7,000 180 and 120	4,200—6,360 6 of 360

These are the salary scales of District Engineers and Assistant Engineers, Grade I., of the Public Works Department. We assign to these grades the salaries we have proposed for engineers of the Public Works Department, viz.—

	Rs.
District Engineers ..	6,240—14 of 240—9,600 (Efficiency Bar before Rs. 8,400)
Assistant District Engineers ..	3,300—15 of 180—6,000 (Efficiency Bar before Rs. 4,560)

We have assigned to Assistant District Engineers the salary scale we have proposed for Assistant Engineers, Grade I., of the Public Works Department as we anticipate that this grade will always be filled by the appointment of persons possessing qualifications comparable with those possessed by Assistant Engineers, Grade I., of the Public Works Department. No Assistant District Engineer should be promoted to the District Engineer Grade until he has passed the Efficiency Bar in his scale.

1163. In the Public Works and the Irrigation Departments meritorious officers of the subordinate technical services are promoted as Assistant Engineers and placed in Grade II. of that service. A similar practice does not exist in the Railway. It is therefore unnecessary to provide a salary scale for promoted Assistant Engineers in the Railway.

1164. *Probationary Assistant District Engineers.*—The creation of this grade on the salary scale of Junior Assistant Engineers of the Public Works Department, Rs. 2,700—150—3,600, was recommended in paragraph 499 of Sessional Paper XXVIII. of 1935. Provision was accordingly included in the Estimates for 1936-37 for two posts of Probationary Assistant District Engineer. Applications for these posts were invited in June, 1937, and November, 1937, but there was no response from suitable candidates. The scheme of recruitment was therefore revised recently. The following extract from an advertisement gives the revised rate of pay of Probationary Assistant District Engineers:—

“ A Probationer recruited in Ceylon will be given an allowance of Rs. 150 a month during the year he spends in the Island before proceeding abroad for further training. During the period of training abroad he will be given the allowances normally granted to persons sent abroad for specialist training in preparation for Government employment. On return after a successful course of training abroad a Probationer will be placed on the salary scale Rs. 2,700—150—3,600 which will be increased to Rs. 4,200—360—6,360 on his obtaining the A.M.I.C.E. qualification.”

The only changes we propose in this scheme of remuneration are:—

- (1) the substitution of Rs. 100 for Rs. 150 (Rs. 100 is the rate we have proposed for Survey Probationers—*vide* paragraph 523 of this Report).

(2) the substitution of Rs. 2,400—120—3,000 and Rs. 3,300—15 of 180—6,000 (Efficiency Bar before Rs. 4,560) for Rs. 2,700—150—3,600 and Rs. 4,200—360—6,360 respectively. We have proposed these rates of remuneration to Junior Assistant Engineers of the Public Works Department and to Assistant District Engineers of the Railway respectively. We also recommend that a Probationer on obtaining his A.M.I.C.E. qualification should be placed on the salary scale Rs. 3,300—180—6,000 and be designated Supernumerary Assistant District Engineer, until he is appointed to fill a vacancy in the Assistant District Engineer grade.

1165. *Signal Engineer.*—The pre-Sessional Paper VIII. of 1934 scale of this post is £900—40—1,100. The Select Committee on Salaries and Cadres considered that the duties and responsibilities of this post are comparable with those of a District Engineer and recommended that when it is filled by a Ceylonese officer he should be remunerated on the salary scale proposed by them for District Engineers, viz., Rs. 6,840—10 of 384, 2 of 420—11,520. We consider this grading appropriate and assign to it the salary scale Rs. 6,240—14 of 240—9,600 (Efficiency Bar before Rs. 8,400) which is the same as that proposed by us for District Engineers of the Public Works Department.

1166. *Probationary Assistant Signal Engineer.*—The present holder of the post of Signal Engineer is an overseas officer on agreement for a term of years. The Executive Committee for Communications and Works recently decided that an Inspector of the Telecommunication Engineering Branch of the Post and Telegraph Department, who was already in training in England for an engineering post in that department should be trained for the post of Signal Engineer of the Railway. The salary scale of Rs. 1,360—120—2,800 appearing in the Estimates is the salary of the Inspector in question. We do not consider it necessary to fix a salary for this post as it will be some time before another person is trained for appointment to this post. The remuneration to be paid to the next probationer can be decided by Government in the light of the rates of remuneration then obtaining for probationers.

1167. *Lands Officer.*—The salary history of this post is contained in paragraph 954 of Sessional Paper VIII. of 1934. In paragraph 1288 of Part I. of our Report we stated:—

“ It was further agreed that when the post of Lands Officer which now carries a salary scale of Rs. 4,800—200—6,600 falls vacant, the Head of the Branch should be called “ Senior Surveyor ” and assigned the salary scale allotted to Grade I. Surveyors, Railway Department.”

Our recommendation in regard to the salaries of Surveyors will be found in paragraph 21.

1168. *Inspectors.*—The pre-Sessional Paper VIII. of 1934 scales of these posts are:—

Some at	..	..	..	£400—25—500
Others at	..	..	..	£340—20—420

The Select Committee on Salaries and Cadres in paragraph 955 of Sessional Paper VIII. of 1934 stated:—

“ The present scales and those proposed by the Commissioners are:—

		Present scales	Commissioners' scales.
		£.	Rs.
12 posts at	..	400—500	3,600—4,000
		25	2 of 200
1 post at	..	340—420	2,880—3,400
		20	4 of 130

The function of the occupants of these posts is the supervision of the work of Foremen Platelayers and Building Foremen. They cannot ordinarily

expect promotion above the grade of Inspector. We consider the Commissioners' scales too low, and we propose a single scale, Rs. 3,900—8 of 240—5,340; we see no need for two overlapping scales; the scale proposed is in our opinion by no means excessive for these important posts.

- We consider the salary scale assigned by us to Assistant Engineers, Grade II., of the Public Works Department an appropriate rate of remuneration for these Inspectors and accordingly propose the scale Rs. 3,150—11 of 150—4,800 (Efficiency Bar before Rs. 3,900). The number of these posts is now 6.

1169. *Foremen and Assistant Foremen.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of Foremen and Assistant Foremen are:—

	Pre-Sessional Paper VIII. of 1934 scales. Rs.	Sessional Paper VIII. of 1934 scales. Rs.
Bridge Foremen	2,160—4,200	1,728—3,366
	7 of 120, 8 of 150 (E.B. before Rs. 3,150)	13 of 126 (E.B. before Rs. 2,610)
Assistant Bridge Foremen	1,450—1,950	1,140—1,560
	5 of 100 3,400—4,800	5 of 84 2,550—3,600
Building Foremen : 1 at	2,000—3,000	1,600—2,500
	7 of 200	7 of 150
4 at	1,450—1,950	1,140—1,560
	8 of 125	9 of 100
Assistant Building Foremen 5 at	2,160—4,200	1,728—3,366
	5 of 100 2,160—4,200	5 of 84 1,728—3,366
Signal Foremen	1,450—1,950	1,140—1,560
	7 of 120 and 8 of 150 (Efficiency Bar before Rs. 3,150)	13 of 126 (Efficiency Bar before Rs. 2,610)
Assistant Signal Foremen	5 of 100	5 of 84

We assign to these posts the following scales of salary :

Building Foremen : 1 at	Ra. 2,100—3,000
Others at	10 of 90 1,380—2,100
Bridge Foremen }	12 of 60 (E.B. before Rs. 1,740)
Signal Foremen }	1,380—2,820
Assistant Building Foremen }	6 of 60, 12 of 90 (E.B. before Rs. 2,100)
Assistant Bridge Foremen }	720—1,356
Assistant Signal Foremen }	10 of 42, 4 of 54 (E.B. before Rs. 1,194)

No Assistant Foreman should be promoted to the Foremen grade unless and until he has passed the Efficiency Bar before Rs. 1,194.

These scales are derived from the salary scales of Sub-Inspectors and Inspectors of the Public Works Department. We have not discussed the salary of Shop Foreman as the post is noted for suppression—*vide* paragraphs 133 and 134 of Sessional Paper XXVII. of 1937.

1170. *Foremen Platelayers: Assistant Foremen Platelayers.*—The pre-Sessional Paper VIII. of 1934 salary scales of these grades are.—

Foremen Platelayers :			£345—375
Recruited from Overseas	..	..	<u>2 of 15</u>
			Rs. 2,160—4,200
Local	..	..	<u>7 of 120, 8 of 150</u>
			(E. B. before Rs. 3,150)
			Rs. 1,450—1,950
Assistant Foremen Platelayers	..	..	<u>5 of 100</u>

The Select Committee on Salaries and Cadres for reasons stated in paragraph 957 of Sessional Paper VIII. of 1934 did not propose a salary scale for officers recruited from overseas: for local officers that Committee proposed the following scales of pay.—

Foremen Platelayers ..	..	..	Rs. 1,800—3,600
			<u>15 of 120</u>
			(E. B. before Rs. 2,760)
			Rs. 1,236—1,740
Assistant Foremen Platelayers	..	..	<u>6 of 84</u>

We assume that as each Foreman Platelayer recruited from overseas retires his place will be taken by a local man. We do not therefore propose any salary scale for officers recruited from overseas.

1171. There are now 86 sections in charge of Foremen Platelayers and Assistant Foremen Platelayers. We understand that this arrangement gives rise to administrative difficulties; these difficulties are referred to in paragraph 1291 of Part I. of our Report. The obvious course to remove the administrative difficulties referred to appears to be to give a common designation to both these grades. This designation might well be "Foremen Platelayers". To this new grade of Foreman Platelayer we assign the following scales of salary.—

Grade I.	..	..	..	Rs. 1,740—3,000
				<u>14 of 90</u>
				(E. B. before Rs. 2,460)
				Rs. 720—1,680
Grade II.	..	..	..	<u>10 of 42, 10 of 54</u>
				(E. B. before Rs. 1,194)

We recommend that the numbers in the two grades should be equal; no Foreman in Grade II. should however be eligible for promotion to Grade I. until he has at least passed the Efficiency Bar before Rs. 1,194.

1172. *Surveyors.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of Surveyors of the Railway Department are.—

			Pre-Sessional Paper VIII. of 1934 scales. Rs.		Sessional Paper VIII of 1934 scales. Rs.
Grade I.	..	..	3,720—4,800	..	2,976—4,128
			<u>6 of 180</u>	..	<u>8 of 144</u>
Grade II.	..	..	2,700—3,600	..	2,160—2,880
			<u>6 of 150</u>	..	<u>6 of 120</u>
Grade III. (Survey Assistants)	..	..	1,200/1,350—2,550	..	1,080—2,040
			<u>9/8 of 150</u>	..	<u>8 of 120</u>

The initial salary of Rs. 1,350 in Grade III. is for those appointed from the daily-paid grade of Survey pupils.

The Select Committee on Salaries and Cadres did not relate the salaries of these Surveyors with the salaries of those in the Survey Department: their reasons are contained in paragraph 958 of Sessional Paper VIII. of 1934. For the same reasons we assign to this group salaries somewhat lower than those recommended by us for Surveyors in the Survey Department. These salaries are.—

Grade III.	..	..	Ra. 660—19 of 60—1,800 (Efficiency Bar before Ra. 1,260)
Grade II. (1 post)	..	..	Ra. 1,290—13 of 90—2,460
Grade I. (1 post)	..	..	Ra. 2,580—12 of 120—4,020

The holder of the Grade I. post will under the designation of "Senior Surveyor" be in charge of the Lands Office (*vide* paragraph 1288 of Part I. of our Report). No Surveyor in Grade III. should be promoted to Grade II. until he has at least passed the efficiency Bar before Rs. 1,260.

MECHANICAL ENGINEER'S DEPARTMENT.

1173. *Mechanical Engineer: Deputy Mechanical Engineer; and Assistant Mechanical Engineers.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these posts are.—

	Pre-Sessional Paper VIII. of 1934 scales. £	Sessional Paper VIII. of 1934 scales. Ra.
Mechanical Engineer ..	1,000—1,100	12,000—13,800
Deputy Mechanical Engineer ..	2 of 50 500—960	3 of 600 9,912—11,520
Assistant Mechanical Engineers ..	2 of 30, 1 of 40, 12 of 30 (E. BB. before £720 and £870: £600 on completing 30 years of age) 500—840	2 of 384, 2 of 420 6,840—10,296
	2 of 30, 1 of 40, 8 of 30 (E. B. before £720: £600 on completing 30 years of age)	9 of 384 (E. B. before Ra. 9,528)

We assign to these posts the following scales of salary:—

Mechanical Engineer ..	..	..	Ra. 10,200—11,280
Deputy Mechanical Engineer ..	..	..	3 of 360 Ra. 6,240—9,600
Assistant Mechanical Engineers ..	..	..	14 of 240 (E. B. before Ra. 3,400) Ra. 3,300—6,000
			15 of 180 (E. B. before Ra. 4,560) E.B. Ra. 6,240—8,400
			9 of 240

We intend that only persons possessing the A.M.I.M.E. qualifications should be appointed to the grade of Assistant Mechanical Engineer. No Assistant Mechanical Engineer should be promoted to the post of Deputy Mechanical Engineer until he has passed the Efficiency Bar before Rs. 4,560.

We have not introduced into this Sub-Department of the Railway a grade of Assistant Mechanical Engineers on the salary scale of Grade II. Engineers of the Public Works Department. Our reason is that the provision of a selection grade of 6 appointments in the Foremen Grade on the salary scale of Assistant Engineers, Grade II., of the Public Works Department has made such a requirement superfluous.

1174. *Assistant Engineer (Electrical).*—Provision appears in the Estimates for 1938-39 for an Assistant Engineer (Electrical) on the salary scale Rs. 3,960—1 of 240 and 6 of 360—6,360; this is the salary scale of Assistant Electrical Engineers of the Department of Government Electrical Undertakings. We assign to this post the salary scale Rs. 3,300—15 of 180—6,000 (Efficiency Bar before Rs. 4,560) which is the same as that we have proposed for Assistant Electrical Engineers, Grade I., of the Department of Government Electrical Undertakings.

1175. *Probationary Assistant Mechanical Engineers: Works Probationers.*—The pre-Sessional Paper VIII. of 1934 scale of this grade is £240, and the Sessional Paper VIII. of 1934 scale is Rs. 2,592—5 of 144—3,312. On obtaining the A.M.I.M.E. qualification officers recruited under the pre-Sessional Paper VIII. of 1934 Scheme were eligible, pending vacancies in the grade of Assistant Mechanical Engineer, to be designated Supernumerary Assistant Mechanical Engineer (subsequently altered to Junior Assistant Mechanical Engineer) with salary on the scale £360—20—550. We assign to this grade the salary scale Rs. 2,400—120—3,000. When a Probationary Assistant Mechanical Engineer obtains the A.M.I.M.E. he should be designated Supernumerary Assistant Mechanical Engineer and paid salary on the scale Rs. 3,300—180—6,000, pending vacancies in the grade of Assistant Mechanical Engineer.

1176. *Chief Draughtsman.*—The pre-Sessional Paper VIII. of 1934 scale of this post was £420—30—570; it was reduced later to Rs. 4,800—200—6,600. The Select Committee on Salaries and Cadres assigned to this post the salary scale Rs. 4,000—10 of 180—5,800, which is the same as that assigned by it to the Drawing Office Assistant in the Public Works Department. We maintain this relative salary position and assign to this post the scale Rs. 3,150—11 of 150—4,800 (Efficiency Bar before Rs. 3,900).

1177. *Workshop Superintendents.*—This grade has been abolished.

1178. *Boiler Inspector.*—The pre-Sessional Paper VIII. of 1934 scale of this post is £400—25—550. The Select Committee on Salaries and Cadres (*vide* paragraph 965 of Sessional Paper VIII. of 1934) assigned to this post the salary scale Rs. 4,500—300—6,600 which is the same as that assigned by it to Grade I. Foremen. We assign to this post the salary scale Rs. 3,150—11 of 150—4,800 (Efficiency Bar before Rs. 3,900) which substantially preserves the Select Committee grading.

1179. *Foremen.*—In paragraph 1314 of Part I. of our Report we stated.—

“ The salary history of this grade, however, requires investigation. The scales of salary as now approved and appearing in the Estimates for 1938-39 are as follows.—

Grade I. (imported officer)	£400—25—550
Grade I. (local)	Rs. 4,800—300—7,200
Grade II. (non-new-entrant)	Rs. 2,500—12 of 150 and 6 of 240—5,740
	(Efficiency Bar at Rs. 4,300)
Grade II. (new entrant)	Rs. 2,040—180—4,200
	(E. B. at Rs. 3,120)

“ It will be observed that the Grade II., non-new entrant scale is higher than the scale allowed to the corresponding grade in the Transportation Department, viz., Rs. 2,500—150—4,000; Rs. 4,200—200—5,400. This, we understand, is due to the fact that the scales of salary recommended by the Salaries Committee of 1928—*vide* Sessional Paper XLVIII. of 1928—were adopted with the reorganization of the Workshops—*vide* Sessional Paper XXXVIII. of 1928—in anticipation of their general adoption by Government; the recommendations in Sessional Paper XLVIII. of 1928 were not eventually put into effect owing to the financial depression.

“ We consider that there is no justification for this differentiation and that generally the scales allowed are rather liberal in comparison with other grades in the Government Service, especially when the fact is taken into consideration that an apprentice is appointed a Foreman after a training of about 10 years only at the age of about 30.

" We are of the opinion that the scales need adjustment and we deal with this in our report on Salaries, Allowances, &c.

" In this connection it may be noted that the Mechanical Engineer himself is of opinion that so far as his Sub-Department is concerned there should be only one grade of Foremen instead of two as at present."

The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this group are.—

	Pre-Sessional Paper VIII. of 1934 Scales. £	Sessional Paper VIII. of 1934 Scales. Rs.
Grade I.	400—550 6 of 25	4,500—6,600 7 of 300
	Rs. 2,500—5,740	2,040—4,200
Grade II.	12 of 150, 6 of 240 (E. B. before Rs. 4,300)	12 of 180 (E. B. before Rs. 3,120)

The salary scale Rs. 4,800—300—7,200 appearing in the Estimates is that assigned to non-new-entrant Ceylonese Grade II. Foremen promoted to Grade I.

1180. The Mechanical Engineer is of the opinion that there should be only one grade of Foreman instead of two as at present. We agree with him and recommended the following scale of salary for Foremen.—

Rs. 1,380—5 of 60—1,680
Efficiency Bar
Rs. 1,740—14 of 90—3,000
(Efficiency Bar before Rs. 2,460)

Above this grade there should be a Selection Grade of six appointments on the salary scale Rs. 3,150—11 of 150—4,800 (Efficiency Bar before Rs. 8,000) to provide an avenue of promotion to senior and meritorious Foremen. These appointments will be personal. No Foreman should be promoted to the Selection Grade until he has at least passed the Efficiency Bar before Rs. 2,460.

TRANSPORTATION DEPARTMENT.

1181. The mode of recruitment to the Executive Grades of this Sub-Department of the Railway is described in paragraph 967 of Sessional Paper VIII. of 1934. This system has since been modified on the recommendation contained in paragraph 62 of Sessional Paper XXVII. of 1937. Regulations now provide.—

" 47 (i.) Appointments to the grade of Probationary Assistant Divisional Transportation Superintendent will be made by selection from—

(a) members of the Railway service who—

- (1) have passed the Cambridge Senior, Senior School Certificate or equivalent or higher examination, and
- (2) are not more than 35 years of age on the closing date for receipt of applications;

(b) candidates within or outside the Railway service who—

- (1) have obtained a degree of the London University or an equivalent or higher degree, and
- (2) are not more than 25 years of age (30 years of age in the case of candidates from the Railway service) on the closing date for receipt of applications.

" (ii.) The first, fourth, seventh vacancy will be filled from candidates of the category described in paragraph (i.) (a.) and all other vacancies from candidates described in paragraphs (i.) (b.). Provided that if no suitable candidate is available for selection from the category described in paragraph (i.) (a) such vacancy shall also be filled by selection from candidates described in paragraph (i.) (b) "

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1182. *Divisional Transportation Superintendents.*—The pre-Sessional Paper VIII. of 1934 scale of this grade is £1,000—50—1,100. With effect from July 18, 1933, the salary scale of this grade was reduced to £900—40—1,020 but the original scale was retained for the post of Divisional Transportation Superintendent, Colombo. The Select Committee on Salaries and Cadres maintained this relative position and proposed the following scales of pay :—

1 post (Colombo) .. .. .	..	Rs. 12,000—3 of 600—13,800
2 posts (Anuradhapura and Nawalapitiya) .. .. .	..	Rs. 10,800—3 of 600—12,600

(*vide* paragraph 968 of Sessional Paper VIII. of 1934). We assign to these posts the following scales of salary :—

Divisional Transportation Superintendent (Colombo) .. .. .	..	Rs. 10,200—3 of 360—11,280
Divisional Transportation Superintendents (Anuradhapura and Nawalapitiya) .. .. .	..	Rs. 9,000—4 of 300—10,200

1183. *Assistant Divisional Transportation Superintendents.*—The pre-Sessional Paper VIII. of 1934 salary scales of this grade are :—

		£500—900
Assistant Divisional Transportation Superintendents (Mechanically trained) .. .. .	..	2 of 30, 1 of 40, 12 of 30 (E. BB. before £720 and £870) £450—720
Assistant Divisional Transportation Superintendents (non-Mechanically trained)		9 of 30 £420—570
Do. .. .. .	..	5 of 30 £300—400
Probationary Assistant Divisional Transportation Superintendents .. .. .	..	5 of 20

1184. In 1934 the following proposals of the General Manager of the Railway were approved :—

- (i.) the reduction of the salary scale of the senior grade of Assistant Divisional Transportation Superintendent from £500—2 of 30, 1 of 40, 12 of 30—960 to £500—2 of 30, 1 of 40, 8 of 30—840, and
- (ii.) the abolition of the distinction between " Mechanically Trained " and " Non-Mechanically Trained ".

1185. In the Estimates for 1937-38 provision appeared for nine posts of Assistant Divisional Transportation Superintendent on the following salary scales :—

1 at £500—30 and 40—960 (scale personal to present holder)	
1 at £500—30 and 40—840 (Maximum reduced from £960 to £840 for future appointments)	
3 at £450—30—720	
4 at £420—30—570	

1186. The Sub-Committee of the Advisory Committee on Specific Recommendations of the Transport Commission recommended the reduction of this number to 8 but the Executive Committee of Communications and Works fixed it at 5—*vide* Appendix II. and paragraph 5, page 36, of Sessional Paper XXVII. of 1937.

1187. Thereupon the General Manager of the Railway proposed a revision of the salary scales of officers in the grade and the following scheme was approved :—

Two Selection Grade posts on .. .. .	..	£450—30—840
Others on .. .. .	..	£450—30—720

1188. The Sessional Paper VIII. of 1934 scales of Assistant Divisional Transportation Superintendents are:—

Grade I.	Rs. 8,400—5 of 360—10,200
Grade II.	Rs. 6,300—6 of 300—8,100
Grade III.	Rs. 4,200—6 of 300—6,000

(*vide* paragraph 969 of Sessional Paper VIII. of 1934.)

1189. The alteration of the pre-Sessional Paper VIII. of 1934 scales of Assistant Divisional Transportation Superintendents necessitated a corresponding alteration in the Sessional Paper VIII. of 1934 scales. We are aware that the Treasury has proposed for the observations of the General Manager the following scheme for application to new entrants to the Public Service:—

Two Selection Grade posts on	Rs. 4,500—10,200
	13 of 300, 5 of 360
Others on	Rs. 4,500—8,400
	300

At the time of writing no final decision has been reached.

1190. We assign to Assistant Divisional Transportation Superintendents the following salaries:—

Two Selection Grade posts on	Rs. 3,300—6,000
	15 of 180
	(E. B. before Rs. 4,560)
	E. B.
	Rs. 6,240—8,400
	9 of 240
Others on	Rs. 3,300—6,000
	15 of 180
	(E. B. before Rs. 4,560)
	E. B.
	Rs. 6,240—7,200
	4 of 240

1191. *Probationary Assistant Divisional Transportation Superintendents.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales and the scales we propose are shown below:—

Pre-Sessional Paper VIII. of 1934 Scale.	Sessional Paper VIII. of 1934 Scale.	Proposed Scale.
£	Rs.	Rs.
300—400	2,592—3,312	2,400—3,000
5 of 20	5 of 144	5 of 120

We recommend that a Probationary Assistant Divisional Transportation Superintendent on obtaining the A.M.I.T. should be designated Supernumerary Assistant Divisional Transportation Superintendent and placed on the salary scale Rs. 3,300—15 of 180—6,000 (Efficiency Bar before Rs. 4,560), pending vacancies in the grade of Assistant Divisional Transportation Superintendents.

1192. *Inspectors.*—The pre-Sessional Paper VIII. of 1934 scales of Inspectors are:—

Inspectors: (Mechanically trained)	£360—5 of 24—480
Class I.	£340—4 of 20—420
Class II.	Rs. 3,000—10 of 180—4,500

The Select Committee on Salaries and Cadres in paragraph 971 of Sessional Paper VIII. of 1934 stated:—

“ We understand that the three grades are distinct and perform quite different functions, and are recruited in different ways. Promotion is not

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usually made from one class to another. Inspectors, mechanically trained, are recruited normally from the Engine Driver grade; Inspectors, Class I., are normally drawn from the Railway Clerical Service, while Inspectors, Class II., are recruited from the grade of Head Guard. We consider the Commissioners' scales generally insufficient for these responsible posts, and propose the following scheme:—

Inspectors :—

Mechanically trained	..	..	Rs. 3,900—6 of 240—5,340
Class I.	..	..	Rs. 3,600—5 of 240—4,800
Class II.	..	..	Rs. 2,412—11 of 108—3,600

We consider these scales no more than adequate; they are appropriate relative to the scales assigned to the grades from which these officers are usually recruited.

1193. We assume that the existing system of recruitment to this grade will continue and recommend the following salaries:—

	Rs.
Class I. (including Mechanically Trained Inspectors)..	3,150—4,800
	11 of 150
	(E. B. before Rs. 3,900)
	1,740—3,000
Class II.	14 of 90
	(E. B. before Rs. 2,460)

1194. We have assigned both to the Mechanically Trained and to Class I. Inspectors the same scale of salary as the scale Rs. 3,150—150—4,800 affords to the promoted officer whether he be Engine Driver or member of the Railway Clerical Service an adequate increase in pay on promotion.

1195. *Foremen and Assistant Foremen.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these grades are:—

	Pre-Sessional Paper VIII. of 1934 Scales.		Sessional Paper VIII. of of 1934 Scales.
	Rs.		Rs.
Foremen :			
Grade A	£400—525	}	3,900—5,340
	5 of 25		
Grade B	£360—480		6 of 240
	5 of 24		
Assistant Foremen :			
Class I.	4,200—5,400		3,000—4,200
	6 of 200		8 of 150
	2,500—4,000		2,040—2,880
Class II.	10 of 150		7 of 120
	(E. B. before Rs. 2,800 and Rs. 3,400)		(E. B. before Rs. 2,520)

Foremen, Grade A, has ceased to exist; Ceylonese non-new-entrant officers promoted to the Foremen Grade are now placed on the salary scale Rs. 4,800—300—7,200.

1196. We have considered the salaries of these grades carefully and think that the scheme in the Transportation Department of the Railway should be similar to

that in the Mechanical Engineer's Department—*vide* paragraph 1180 of this Report. We therefore propose that there should be one grade of nineteen posts all carrying the salary scale Rs. 1,380—5 of 60—1,680: Efficiency Bar: Rs. 1,740—14 of 90—3,000 (Efficiency Bar before Rs. 2,460). Above this Grade there should be a Selection Grade of five posts on the salary scale Rs. 8,150—11 of 150—4,800 (Efficiency Bar before Rs. 3,900) to which Senior Foremen with meritorious service could expect promotion. Selection Grade appointments will be personal. No Foreman should be promoted to the Selection Grade until he has at least passed the Efficiency Bar before Rs. 2,460.

1197. *Engine Drivers and "A" Class Firemen.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these grades are:—

		Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.
		Rs.	Rs.
Engine Drivers:			
Covenanted	..	£325	—
	..	3,000—4,200	2,700—3,660
Class I.	..	8 of 150	8 of 120
	..	1,920—3,000	1,800—2,568
Class II.	..	9 of 120	8 of 96
	..	1,400—1,880	1,320—1,740
Firemen, Class A	..	4 of 120	7 of 60

1198. In paragraph 1327 of Part I. of our Report while discussing the cadre of these grades we expressed the opinion that—

- (a) The number of posts in Class I. should be reduced, the present ratio between Classes I. and II. being rather too liberal.
- (b) The grade of "A" Class Firemen should be abolished, the employees in that grade being designated Drivers, Class III., and assigned a longer scale of salary commencing with the present minimum salary of "A" Class Firemen."

and we stated in paragraph 1328 of the same Report that the General Manager has—

" . . . suggested the following cadre and salary scales to be made applicable to promotions in the future, which we accept. The employees already in the grade of "A" Class Fireman will be designated Drivers, Class III., on their present scale of salary. For the purpose of promotion to Class I. the present ratio of 2: 1 between Classes I. and II. will be maintained, the position being reviewed again after 5 years:—

Cadre.	Salary Scale.
	Rs.
Covenanted*	12 £325
Class I. ..	30 3,000—150—4,200
Class II. ..	90 2,040—120—3,000
Class III.	143 1,400—60—2,000
	275

* This grade to be abolished; Class III. to be increased as vacancies occur in this grade."

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For new entrants to the Public Service we recommend the following scales of salary.—

				Rs.
Class I.	..	..	..	2,580—3,420
				7 of 120
Class II.	..	..	..	1,740—2,520
				13 of 60
				(Efficiency Bar before Rs. 2,160)
Class III.	..	..	..	960—1,680
				8 of 42, 8 of 48
				(Efficiency Bar before Rs. 1,344)

We also recommend that the number in Class I. should be one-third of the number in Class II. and the number in Class II. three-fifths of the number in Class III. No Engine Driver in Class III. should, however, be eligible for promotion to Class II. until he has surmounted the Efficiency Bar before Rs. 1,344: similarly no Driver in Class II. should be eligible for promotion to Class I. until he has attained a salary of Rs. 2,160 at least.

1199. *Rail Car Drivers.*—This grade is noted for abolition.

1200. *Depôt Master.*—The Select Committee on Salaries and Cadres in paragraph 977 of Sessional Paper VIII. of 1934 stated:

“ This Officer is in charge of the goods and passenger yards in Colombo; he attends to all shunting movements and arrangements for the formation and despatch of goods trains. The present scale of the post, £360—24—480, is the same as that of Inspectors (mechanically trained): we think that this position should be preserved, and we accordingly assign to this post the scale proposed by us for Inspectors (mechanically trained), Rs. 3,900—6 of 240—5,340. We consider the Commissioners’ scale Rs. 3,096—4 of 180—3,816, wholly insufficient for this important post.”

In paragraph 1330 of our Report on Cadres (Sessional Paper XIV. of 1939) we stated that the existing scale (£360—24—480) is excessive even for a non-new entrant officer and recommended its reduction to £340—20—420.

It will be observed that the Select Committee on Salaries and Cadres graded this post with Inspectors (mechanically trained). Inspectors (mechanically trained and Class I.) will under our scheme draw salary on the scale Rs. 3,150—11 of 150—4,800 (E. B. before Rs. 3,900): we assign this scale to the Depôt Master.

1201. *Travelling Ticket Inspectors.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this grade are Rs. 1,560—120—3,000 and Rs. 1,404—108—2,700 respectively (*vide* paragraph 978 of Sessional Paper VIII. of 1934). We assign to this grade the salary scale Rs. 1,380—2,460 by 12 of 60 and 4 of 90 (Efficiency Bars before Rs. 1,860 and Rs. 2,100), which bears an appropriate relation to the salaries proposed by us for Guards.

1202. *Gate Supervisors.*—In paragraph 1331 of Part I. of our Report we have recommended the abolition of this grade.

1203. *Goods Cashier and Goods Cashier’s Clerks.*—In paragraph 1332 of Part I. of our Report we have proposed the abolition of these grades.

1204. *Head Guards and Under Guards.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of these grades are:—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.
	Rs.	Rs.
Head Guards :		
Covenanted	£230—290	—
Class I	6 of 10 2,500—3,500	2,400—3,240
Class II.	8 of 125 1,420—2,500	7 of 120 1,200—2,160
Guards :	9 of 120	10 of 96
Junior Guards	1,060—1,300	840—1,080
Under Guards	4 of 60 600—900	4 of 60 480—720
	6 of 50	5 of 48

We propose the following salaries for these grades:—

Guards :	Rs.
Class I.	2,100—2,820
Class II.	6 of 120 1,320—2,040
Class III.	12 of 60 (E.B. before Rs. 1,860) 750—1,260
Class IV. (in training)	17 of 30 (E.B. before Rs. 960) 480—720
	8 of 30

1205. We stated in paragraph 1333 of Part I. of our Report that we have accepted the following cadre proposed by the General Manager of the Railway, viz.,—

Guards :	
Covenanted and Class I.	36
Class II.	105
Class III.	100
Under Guards (in training)	124
	<u>365</u>

There is at present only one Covenanted Guard; when he retires the number of Under Guards should be increased to 125; thereafter the ratio of posts indicated by the above numbers should be adhered to. No Guard in Class III. should be promoted to Class II. until he has passed the Efficiency Bar before Rs. 960; similarly no Guard in Class II. should be promoted to Class I. until he has passed the Efficiency Bar before Rs. 1,860.

1206. *Travelling Ticket Examiners.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this grade are Rs. 450—30—900 and Rs. 408—12 of 30—768. We consider the minimum and the maximum of the Sessional Paper VIII. of 1934 scale somewhat low and propose the scale Rs. 432—17 of 24—860.

1207. *Platform Foremen.*—These posts will be abolished in due course—*vide* paragraph 1336 of Part I. of our Report.

1208. *Yard Foremen.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales of this grade are Rs. 1,200—120—2,280 and Rs. 1,056—96—1,824 respectively. We have recommended in paragraph 1337 of Part I. of our Report that in the case of appointments to this grade in future the designation be altered to Head Shunter and that the salary scale be reduced to Rs. 1,200—60—1,500. This scale will, of course, apply to officers already in service receiving promotion to these posts. For new entrant Yard Foremen (Head Shunters) we propose the scale Rs. 960—8 of 45—1,320.

1209. *Shunters, Class I.; Checkers, Class I.*—The pre-Sessional Paper VIII. of 1934 scales and the Sessional Paper VIII. of 1934 scales of these grades and the scales we propose are shown below:—

Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.	Proposed Scales.
Rs.	Rs.	Rs.
660—1,200	540—960	492—920
9 of 60	10 of 42	17 of 24

1210. *Signalmen.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 scales and the scales we propose are shown below:—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.	Proposed Scales.
	Rs.	Rs.	Rs.
Signalmen :			
Class I. A	720—900	600—840	600—720
	30	30	5 of 24
Class I. B	630—690	540—600	480—600
	30	30	5 of 24

RAILWAY CLERICAL SERVICE, &C.

1211. *Railway Clerical Service.*—The pre-Sessional Paper VIII. of 1934 and the Sessional Paper VIII. of 1934 salary scales of the Railway Clerical Service are:—

	Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.
	Rs.	Rs.
Staff post	6,000	4,800
Special Class	4,400—4,800	3,700—4,000
	2 of 200	2 of 150
Class I.	2,920—4,260	2,544—3,516
	10 of 120, 1 of 140	9 of 108
Class II.	840—2,800	572—2,436
	8 of 80, 11 of 120 (E.B. before 1,600 and Rs. 2,200)	8 of 72, 11 of 180 (E.B. before 1,356 and Rs. 1,896)
Class III.	480—1,200	480—1,200
	15 of 48 (E.B. before Rs. 768 and Rs. 1,008)	24 of 30 (E.B. before Rs. 660, 840 and 1,020)

We assign to this Service the following scales of salary:—

			Rs.
Staff post	..	..	4,500
Class I.:			3,360—3,960
Special Grade (12 posts)	..	..	<u>5 of 120</u>
			2,340—3,180
Grade I.	..	..	<u>10 of 84</u>
			900—2,280
Grade II.	..	..	<u>10 of 48, 15 of 60</u>
Class II.:			(E.B. before Rs. 1,560)
Grade I.	..	..	<u>1,296—1,620</u>
			9 of 36
			480—1,260
Grade II.	..	..	<u>26 of 30</u>
			(E.B. before Rs. 900)

The numbers in the various grades, promotion from grade to grade, and recruitment to this Service should be governed by the same principles as those proposed by us for the re-constructed General Clerical Service. The General Manager should, in consultation with the Treasury and the Deputy Chief Secretary, settle the details of the Scheme.

1212. *Draughtsmen.*—In the Railway, Draughtsmen are employed in the Way and Works and the Mechanical Engineer's Departments. The pre-Sessional Paper VIII. of 1934 scales and the Sessional Paper VIII. of 1934 scales of these employees are:—

		Pre-Sessional Paper VIII. of 1934 Scales.	Sessional Paper VIII. of 1934 Scales.
		Rs.	Rs.
Special Class: 1 at	..	4,500	3,600
Class I.	..	<u>3,000—4,080</u>	<u>2,568—3,408</u>
		9 of 120	7 of 120
		900—2,820	720—2,448
Class II.	..	16 of 120	16 of 108
		(Halts of 2 years on Rs. 1,500 and Rs. 2,100: E.B.B. before Rs. 1,620 and Rs. 2,220)	(Two years' halt on Rs. 1,260 and Rs. 1,800: E.B.B. before Rs. 1,368 and Rs. 1,908)

These scales, save in the Special Class are the same as those of draughtsmen in the Survey Department. We maintain this relative salary position and assign to Draughtsmen in the Railway the following scales of salary:—

			Rs.
Class I.:			3,600
Special Grade (1 post)	..	..	<u>2,340—3,180</u>
Grade I.	..	..	<u>10 of 84</u>

		Rs.
		900—2,280
Grade II.:	.. ..	10 of 48, 15 of 60 (E.B. before Rs., 1560)
Class II.		1,296—1,620
Grade I.	.. ..	9 of 36
		480—1,260
Grade II.	.. ..	26 of 30 (E.B. before Rs. 900)

The numbers in the various grades, promotion from grade to grade, and recruitment to this Service should be determined with reference to the principles that are adopted in the case of the Clerks and Draughtsmen Service in the Survey Department.

1213. *Time Office Clerks and Storemen.*—In discussing the Staff of the Transportation Department in paragraph 1335 of Part I. of our Report we stated.—

“ Provision appears in the 1938-39 Estimates for 10 Time Office Clerks and Storemen as follows :—

1 Class I.	..	Rs. 2,160—120—3,000.
9 Class II.	..	Rs. 780—60 and 120—2,100.

We have discussed this matter with the Acting General Manager and it has been agreed to abolish this grade, the vacancies being filled by Clerks in Class III. of the Railway Clerical Service.”

Members of this grade are employed not only in the Transportation Department but also in the Way and Works and the Railway Storekeeper's Departments. We intend that the recommendation we have made in paragraph 1335 quoted above should apply to the Way and Works Department as well as the Railway Storekeeper's Department.

1214. *Wages of Subordinate Staff.*—In paragraph 1339 of Part I. of our Report we stated :—

“ *Revision of the rates of pay of non-pensionable monthly and daily paid staff.*—The Acting General Manager has submitted recommendations for the re-classification and the revision of rates of pay of monthly paid non-pensionable staff. It is proposed that in certain cases the designations should be changed to meet existing conditions of service. For instance, an employee under the proposed designation ‘ Pointsman-Porter ’ could be utilized to work at small stations as Pointsman as well as Porter instead of employing, as at present, two separate men to do the work which one man could easily perform. We accept the recommendation in principle and have referred the Acting General Manager's suggestion in regard to changes in designation and scales of salaries to a Special Committee appointed by His Excellency the Governor to examine the rates of pay of daily paid employees of all Government Departments ”.

As the Special Committee referred to above will deal with the question of wages of subordinate staff of all Sub-departments of the Railway, we make no recommendations on the subject in this Report.

CHAPTER LXXXVI.

DEPARTMENT OF GOVERNMENT ELECTRICAL UNDERTAKINGS.

1215. The salaries recommended by the Select Committee on Salaries and Cadres for employees of the Department of Government Electrical Undertakings appear in Chapter LXI. and on pages 246-249 of Sessional Paper VIII. of 1934.

1216. In January, 1936, the Financial Secretary placed the following memorandum before the Board of Ministers:—

“ This memorandum concerns the salary scales to be paid to Ceylonese new entrants to the Public Service appointed to posts in the Electrical Department excluding the Colombo Electricity Supply Branch. At the present time, the employees of the Colombo Electricity Supply Branch are not entitled to the benefits of the Pension Minute; they contribute to a Provident Fund, a short account of which is contained in paragraph 907 of Sessional Paper VIII. of 1934, (quoted in paragraph 2 of this Memorandum). The employees of the other branches of the Electrical Department are, on the other hand, eligible for the benefits afforded by the Pension Minute in the same way as the employees of other departments of the Government. This disparity in the conditions of employment in the Electrical Department is not conducive to smooth and harmonious working. Further, the Chief Engineer and Manager anticipated that in future years the staff of the whole department may fluctuate as the general prosperity of the Island (and hence the demand for electric current) rises and falls. The Chief Engineer and Manager has therefore proposed that all new entrants to all branches of the Electrical Department should be appointed on a non-pensionable Provident Fund basis, the conditions of the Provident Fund being identical with those of the presently existing Colombo Electricity Supply Branch Provident Fund. This proposal has been very carefully considered by the Treasury in consultation with the Chief Engineer and Manager, Electrical Undertakings; I am satisfied that effect should be given to it.

2. “ The Select Committee on Salaries and Cadres in Sessional Paper VIII. of 1934 prescribed salary scales for Ceylonese new entrants to the Public Service appointed to the Electrical Department (excluding the Colombo Electricity Supply Branch) and to the Colombo Electricity Supply Branch. These salary scales were subsequently approved by the State Council, by His Excellency the Governor, and by the Secretary of State for the Colonies. The Committee recognized that the Colombo Electricity Supply Provident Fund did not afford benefits equal in value to those afforded by the Pension Minute; the Committee therefore assigned to grades in the Colombo Electricity Supply Branch rather higher salary scales than those assigned to the corresponding grades in the other branches of the department. The Select Committee explained the matter in paragraph 907 of Sessional Paper VIII. of 1934 in the following words:—

“ The Colombo Electricity Supply employees are non-pensionable; they contribute to a departmental provident fund at the rate of 5 per cent. of salary, and the Government places annually to the credit of each contributor a bonus equal to one and a half times the sum contributed by him.

' The Government's contribution, though of course a substantial asset to these employees, is by no means equivalent to the advantages which an officer in the pensionable establishment of the Government enjoys under the provisions of the Pension Minute. The Colombo Electricity Supply officers enjoy far less security of tenure of office than men in the pensionable establishment. We have, therefore assigned to the various grades of the Colombo Electricity Supply rather higher salary scales than those proposed for the corresponding grades in the Electrical Department intending thereby to compensate future entrants to these grades for their less advantageous conditions of service. If at any time an officer of the Electricity Supply is transferred to the Electrical Department, or an officer of the department is transferred to the Colombo Electricity Supply, we think that his salary should be specially fixed in consultation with the Treasury.'

3. " The decision that new entrants to all branches of the Electrical Department shall be appointed on a Provident Fund basis necessitates revision of the salary scales assigned to the various grades in those branches in Sessional Paper VIII. of 1934. The statement (1) attached to this memorandum contains (in column 5) a set of salary scales designed to replace those contained in Sessional Paper VIII. of 1934. The scales have been carefully co-related with the scales assigned in Sessional Paper VIII. of 1934 to the Colombo Electricity Supply Branch, which, as explained above, were intended by the Select Committee to be non-pensionable Provident Fund scales; in several cases the scales proposed are identical with Sessional Paper VIII. of 1934 Colombo Electricity Supply Branch scales. The concurrence of the Board of Ministers is requested in the substitution of the scales shown in column 5 of statement (1) for those assigned to the grades concerned in Sessional Paper VIII. of 1934.

4. " The scales assigned to the grades of Overseer, Assistant Electrical Foreman and Electrical Foreman require some explanation. These are new grades appearing for the first time in the 1935-36 Estimates; obviously no scale was provided for them in Sessional Paper VIII. of 1934, because they did not exist when that Sessional Paper was written. The scales provided in the 1935-36 Estimates for these grades are:—

Electrical Foremen..	..	Rs. 1,260—96 & 102—3,276
Assistant Electrical Foremen	..	Rs. 1,440—96—2,400
Overseers	..	Rs. 1,080—60—1,440

These scales are now found to be inappropriate in view of the decision that the appointments shall be made on a Provident Fund basis, and for other reasons. The scales proposed in statement (1) have been carefully co-related with the scales assigned to similar grades in the Electrical Department and in other departments, allowance being made for the fact that the posts will be non-pensionable.

5. " The salary scales appearing in column 5 of statement (1) do not of course appear in the 1935-36 Estimates. It will be necessary during the year 1935-36 to make certain appointments on the new scales, and the payment of those scales will cause variations in the details of the Estimates.

6. " The approval of the Board of Ministers and the sanction of His Excellency the Governor are requested for the utilization of funds provided under Head 70, Electrical Department, sub-head 1, Personal Emoluments, for the payment, whenever necessary, of salary at the rates shown in column 5 of statement (1)."

1. Post or Grade.	2. Pre-Sessional Paper VIII. of 1934 Scale. Rs.	3. Sessional Paper VIII. of 1934 Scale. Rs.	4. Scale provided in 1935-36 Estimates. Rs.	5. Scale now proposed for Ceylonese New-entrants to the Public Service. Rs.	6. Remarks, if any.
The Chief Engineer and Manager	—(a)	—(b)	£1,100—1,200	—	No scales fixed for these posts at this stage, since it is unlikely that Ceylonese new-entrants to the public service will be appointed to them for many years
Deputy Chief Manager ..	—	—	2 of 50 12,000—14,400	—	
Administrative Assistant ..	—	—	5 of 480 4,500—6,600	—	
Accountants :	4,000—5,800	3,200—4,200	6 of 350	3,360—4,416	
Class IV. (c) ..	6 of 300 E.B. 6,000—8,000	4 of 250 E.B. 4,500—6,000	The same as in columns 2 and 3	4 of 264 E.B. 4,740—6,300	Efficiency Bars, halts, &c., applicable to these scales appear on page 167 of Sessional Paper VIII. of 1934
Class III. ..	5 of 400 £540—720	5 of 300 5,500—7,500		The same as in Column 2		5 of 312 5,760—7,860
Class II. ..	2 of 30, 3 of 40 £680—920	5 of 400 7,200—9,600	do.			5 of 420 7,560—10,080
Clerical Grades : (d) General Clerical Service :	6 of 40	6 of 400		6 of 420	
Class I. ..	3,000—4,260	2,568—3,528	The scales in column 2 for non-new entrants and those in column 3 for new entrants to the Public Service	Special Class 3,750—4,200	
Class II. ..	7 of 180 900—2,820	8 of 120 720—2,448		3 of 150 Class I. 2,568—3,528	
Class III. ..	16 of 120 480—1,200	16 of 108 480—1,200		8 of 120 Class II. 720—2,448	
Store Clerks on ..	15 of 48 1,900—3,100	24 of 30 1,668—2,748		16 of 108 Class III. 480—1,200	
Store Clerks and Clerks on ..	10 of 120 540—1,780	10 of 108 480—1,560		24 of 30	
	9 of 40, 11 of 80	10 of 36, 10 of 72			

29 — J. N. 2635 (9/33)	Electrical Engineers, Grade II. ..	£500—960 2 of 30, 1 of 40, 12 of 30	6 840—11,520 10 of 384, 2 of 420	Same as in column 2	7,200—12,096 12 of 408 (Efficiency bar before Rs. 10,056)
	Assistant Electrical Engineers ..	4,000—7,000 16 of 180, 1 of 120	3,960—6,360 1 of 240, 6 of 360	Same as the scales in columns 2 or 3 or the scale Rs. 4,000—7 of 384—6,688 for those transferred from the C. E. S. Branch	4,000—6,688 7 of 384 1,260—3,276
	Electrical Inspectors ..	1,500—3,300 15 of 120	1,200—3,120 20 of 96	Same as in column 2	4 of 96, 16 of 102 (Efficiency Bars before Rs. 1,848, 2,358, and 2,868)
	Electrical Foremen ..	—	—	1,260—3,276 4 of 96, 16 of 102 1,440—2,400	2,562—3,276 7 of 102 1,500—2,460
	Assistant Electrical Foremen Foremen	—	—	10 of 96	10 of 96 (E. B. before Rs. 2,076)
	Overseers ..	—	—	1,080—1,440 6 of 60	1,080—1,440 6 of 60
	Draughtsmen : Class I. ..	3,500—4,080 4 of 120, 1 of 100 900—2,820	2,568—3,408 7 of 120 720—2,448	Same as in column 2	Class I. 2,568—3,408 7 of 120 Class II. 720—2,448
	Class II. ..	16 of 120	16 of 108	do.	16 of 108 Class III. 480—1,200 24 of 30

Efficiency Bars,
halts, &c., as in
the Clerical Service

(a) The scale has varied with each individual appointment ; see also paragraph 895 of Sessional Paper VIII. of 1934.

(b) *Vide* last sub-paragraph of paragraph 895 of Sessional Paper VIII. of 1934.

(c) A new scale introduced in September, 1932 ; the scale in existence prior to that date was £420—30—570.

(d) These grades will not in future be filled from the General Clerical Service. They will form a separate Electrical Department Clerical Service, which will, of course, be on a Provident Fund basis.

Post or Grade. 1.	Pre-Sessional Paper VIII. of 1934 Scale. 2.	Sessional Paper VIII. of 1934 Scale. 3.	Scale provided in 1935-36 Estimates. 4.	Scale now proposed for Ceylonese New-entrants to the Public Service. 5.	Remarks, if any. 6.
	Rs.	Rs.	Rs.	Rs.	
Storekeeper ..	<u>4,800—7,200</u>	<u>3,600—5,400</u>	Same as in column 2	<u>3,720—5,700</u>	
	16 of 150	15 of 120		11 of 180	
Assistant Storekeeper ..	<u>2,920—3,880</u>	<u>2,544—3,300</u>	Same as in column 3	<u>2,568—3,528</u>	
	8 of 120	7 of 108		8 of 120	
Telephone Operator ..	<u>420—600</u>	<u>360—480</u>	Same as in column 2	<u>384—504</u>	
Bookbinder ..	12 of 15	10 of 12		10 of 12	
	<u>720—900</u>	<u>576—720</u>	do.	<u>612—756</u>	
Lorry Driver ..	6 of 30	6 of 24		6 of 24	
Cleaners, Peons ..	<u>300—444</u>	<u>300—420</u>	The scales in column 2 for non-new entrants and those in column 3 for new entrants to the Public Service	<u>330—450</u>	
Bicycle Orderlies ..	24 of 6	20 of 6		20 of 6	
	<u>240—300</u>	<u>240—300</u>		<u>300—420</u>	
Labourers ..	10 of 6	10 of 6	Same as in column 2	20 of 6	
	<u>408—660</u>	<u>408—528</u>		<u>432—552</u>	
Kangany, Stores ..	<u>15 of 12</u>	<u>10 of 12</u>	do.	<u>10 of 12</u>	

1217. The proposals in this memorandum, briefly stated, were :—

- (i.) Recruitment of new entrants to all branches of the Department to be on a non-pensionable Provident Fund basis;
- (ii.) Substitution of the scales shown in Column 5 of the above statement for those assigned to the grades concerned in Sessional Paper VIII. of 1934; and
- (iii.) Utilization of funds provided in the 1935-36 Estimates under Head 70, Electrical Department, Sub-head 1, Personal Emoluments, for the payment, whenever necessary, of salary at the rates shown in column 5 of the statement referred to.

These proposals were approved by the Board of Ministers and sanctioned by the Governor in February, 1936, and are in force now.

1218. The above scheme did not provide a scale for Junior Assistant Electrical Engineers as this grade did not exist at that time. When the grade was created, the scale for the corresponding grade in the Public Works Department, viz., Rs. 2,700—150—3,600, was assigned to it. As the Provident Fund scales of the Department are slightly higher than the corresponding pensionable scales, a Provident Fund scale of Rs. 2,844—156—3,780 was sanctioned for application with effect from October 1, 1938, to new entrant Junior Assistant Electrical Engineers of the Department appointed on a Provident Fund basis.

1219. In July, 1937, a Provident Fund scale of Rs. 312—6—432 for application to new entrant peons and watchers other than those employed in Colombo City was also approved. The other changes effected in the sanctioned salaries scheme were :—

- (i) The alteration of the present Storekeeper's increment from Rs. 150 to Rs. 200. This was sanctioned by the Electricity Board in June, 1936.
- (ii) The alteration to Rs. 96 of the rate of increment of the Mains Foreman on the salary scale Rs. 2,400—60—3,600; this was approved by the Electricity Board in February, 1937.
- (iii) The alteration of the salary scale of the Timekeeper to that obtaining for Class III. of the Clerical Service.

1220. We understand that the question whether the employees of this Department should be on a Provident Fund basis or whether they should have their superannuation benefits regulated by the Government Pension Minute is now before the Treasury. At the time of writing no final decision on the matter has been reached. It seems therefore desirable to propose for new entrants, apart from a set of Provident Fund scales, a set of scales which would apply in the event of a decision being made to grant them superannuation benefits under the Government Pension Minute. The Provident Fund scales we propose are approximately 5 per cent. higher than the non-Provident Fund scales. The scales we propose are shown below :—

		Non-Provident Fund Scales.		Provident Fund Scales.
		Rs.		Rs.
Chief Engineer and Manager	..	15,000	..	15,750
		10,560—13,800	..	11,088—14,490
Deputy Chief Engineer		9 of 360	..	9 of 378
		3,600—6,000	..	3,804—6,300
Administrative Assistant	..	8 of 300	..	8 of 312
Chief Power Station Superintendent Engineer, Supply and Maintenance	}	6,240—9,600	..	6,552—10,080
		14 of 240	..	14 of 252
		(E.B. before Rs. 8,400).	..	(E.B. before Rs. 8,820).
Assistant Power Station Superintendent	..	5,400—6,600	..	5,688—6,936
		5 of 240	..	5 of 252

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	Non-Provident Fund Scales.	Provident Fund Scales.
	Ra.	Ra.
Electrical Engineers ..	6,240—9,600	6,552—10,080
	14 of 240 (E.B. before Ra. 8,400)	14 of 252 (E.B. before Ra. 8,820).
Assistant Electrical Engineers :		
Grade I. ..	3,300—6,000	3,420—6,300
	15 of 180 (E.B. before Ra. 4,560)	15 of 192 (E.B. before Ra. 4,764)
Grade II. ..	3,150—4,800	3,324—5,040
	11 of 150 (E.B. before Ra. 3,900)	11 of 156 (E.B. before Ra. 4,104).
Junior Assistant Electrical Engineers ..	2,400—3,000	2,520—3,150
	5 of 120	5 of 126
Accountants :		
Class II. ..	6,240—8,400	6,552—8,820
	9 of 240 5,160—6,600	9 of 252 5,418—6,930
Class III. ..	6 of 240 3,120—4,020	6 of 252 3,240—4,200
Class IV. ..	5 of 180 E.B. 4,200—5,460	5 of 192 E.B. 4,392—5,736
	7 of 180	7 of 192
Shift Engineers :	1,740—3,000	1,836—3,180
Grade I. ..	14 of 90 (E.B. before Ra. 2,460)	14 of 96 (E.B. before Ra. 2,604)
	1,194—1,680	1,248—1,788
Grade II. ..	9 of 54 (E.B. before Ra. 1,518)	9 of 60 (E.B. before Ra. 1,608)
	1,194—1,680	1,248—1,788
Power Station Foreman	9 of 54 (E.B. before Ra. 1,518)	9 of 60 (E.B. before Ra. 1,608)
	1,740—2,640	1,836—2,796
Electrical Foremen ..	10 of 90 1,194—1,680	10 of 96 1,248—1,788
Assistant Electrical Foremen	9 of 54 (E.B. before Ra. 1,518)	9 of 60 (E.B. before Ra. 1,608)
	600—1,140	660—1,200
Overseers ..	18 of 30 (E.B. before Ra. 840)	18 of 30 (E.B. before Ra. 900)
	1,740—3,000	1,836—3,180
Mains Foremen	14 of 90 (E.B. before Ra. 2,640)	14 of 96 (E.B. before Ra. 2,604)
Assistant Foremen :	1,194—1,680	1,248—1,788
Grade I. ..	9 of 54 (E.B. before Ra. 1,518)	9 of 60 (E.B. before Ra. 1,608)
	600—1,140	660—1,200
Grade II. ..	18 of 30 (E.B. before Ra. 840)	18 of 30 (E.B. before Ra. 900)
	600—1,140	660—1,200
Meter Inspectors ..	18 of 30 (E.B. before Ra. 840)	18 of 30 (E.B. before Ra. 900)

	Non-Provident Fund Scales.	Provident Fund Scales.
	Rs.	Rs.
Electrical Department Clerical Service :		
Class I. :		
Special Grade (1 post) ..	3,360—3,960	3,540—4,140
	5 of 120 2,340—3,180	5 of 120 2,460—3,360
Grade I. ..	10 of 84 900—2,280	10 of 90 948—2,388
Grade II. ..	10 of 48, 15 of 60 .. (E.B. before Rs. 1,560)	10 of 54, 15 of 60 (E.B. before Rs. 1,668)
Class II. :		
Grade I. ..	1,296—1,620	1,380—1,704
	9 of 36 480—1,260	9 of 36 540—1,320
Grade II. ..	26 of 30 (E.B. before Rs. 900)	26 of 30 (E.B. before Rs. 960)
	3,360—3,960	3,540—4,140
Storekeeper ..	5 of 120 2,340—3,180	5 of 120 2,460—3,360
Assistant Storekeeper ..	10 of 84	10 of 90
Draughtsmen :		
Class I. :		
Grade I. ..	2,340—3,180	2,460—3,360
	10 of 84 900—2,280	10 of 90 948—2,388
Grade II. ..	10 of 48, 15 of 60 (E.B. before Rs. 1,560)	10 of 54, 15 of 60 (E. B. before Rs. 1,668)
Class II. :		
Grade I. . .	1,296—1,620	1,380—1,704
	9 of 36 480—1,260	9 of 36 540—1,320
Grade II. ..	26 of 30 (E.B. before Rs. 900)	26 of 30 (E.B. before Rs. 960)
	480—1,260	540—1,320
Timekeepers :		
	26 of 30 (E.B. before Rs. 900)	26 of 30 (E.B. before Rs. 960)
Telephone Operator ..	} 360—480	} 384—504
Bookbinder ..		
Assistant Recordkeeper ..		
Store Kangany ..	10 of 12	10 of 12
Lorry Driver : ..	600	630
Peons :	300—420	318—438
Colombo City ..	20 of 6 264—408	20 of 6 282—426
Other places ..	24 of 6 240—300	24 of 6 252—318
Labourers :		
Colombo City ..	10 of 6 216—276	10 of 6 228—288
Other places ..	10 of 6	10 of 6

We shall now discuss the salaries we have assigned to each post and grade.

1221. *Chief Engineer and Manager*.—The salary history of this post is contained in paragraph 895 of Sessional Paper VIII. of 1934. The Select Committee on Salaries and Cadres in that paragraph stated:—

“ The future size and functions of this department are at present uncertain, and for this reason we do not think it practicable to fix a salary scale for future Ceylonese entrants to the post of Chief Engineer and Manager. We consider that the scale should be reconsidered when the necessity of filling the post next arises, and should then be made commensurate with the duties and responsibilities which the holder is at that time required to undertake. Meanwhile we have no criticism to offer of the scale £1,100—50—1,200, which we think by no means excessive for an overseas officer of this status.”

Nor did the Financial Secretary in his memorandum placed before the Board of Ministers propose a salary scale for this post: his reason was that it was unlikely that a Ceylonese new entrant to the Public Service would be appointed to this post for many years. The salary scale £1,100—50—1,200 was increased with effect from October 1, 1937, to £1,100—50—1,550. The salary of Rs. 15,000 we have assigned to this post is that recommended by us for a number of heads of departments. We consider the grading represented by this salary appropriate to this post.

1222. *Deputy Chief Engineer*.—The Select Committee on Salaries and Cadres in paragraph 463 of Sessional Paper XXVIII. of 1935 stated:—

“ Prior to October, 1931, the post of Deputy Chief Engineer existed on the salary £1,350 per annum. In the 1931-32 Estimates the post was suppressed as a measure of retrenchment. We are satisfied that its restoration is now necessary, if the present activities of the Department are to be efficiently discharged. We propose the salary scale Rs. 12,000—5 of 480—14,400 for Ceylonese future entrants to the Public Service appointed to this post. This is the salary scale assigned in Sessional Paper VIII. of 1934 to the grade of Provincial Engineer, Public Works Department. The normal scale in Sessional Paper VIII. of 1934 for the Deputies of the major departments is Rs. 12,600—5 of 600—15,600, but this scale is not appropriate in the present case, because the post of Chief Engineer and Manager, Electrical Undertakings, is not at present graded with the Heads of either of the two groups of major departments.”

Provision on the scale recommended by the Select Committee was included in the Estimates for 1935-36, but the post remained unfilled. In March, 1936, the Electricity Board decided to fill this post by the recruitment of an overseas officer on agreement on a salary scale of Rs. 16,000—500—20,000 without rent allowance but with provident fund benefits. Provision was accordingly included in the Draft Estimates for 1936-37 but the State Council when considering the Draft Estimates deleted this provision. Owing to the increase in work due to the rapid expansion of the Department and the work connected with the Hydro-Electric Scheme provision for this post on the salary scale Rs. 16,000—500—20,000 has been restored in the Estimates for 1938-39. This scale approximates to the upper segment of the pre-Sessional Paper VIII. of 1934 scale for Class II. of the Civil Service.

We have graded the post of Chief Engineer and Manager with the Heads of major departments; thus the factor which deterred the Select Committee from assigning to this post the normal scale for deputies of major departments no longer exists. We have therefore assigned to this post our normal salary scale for deputies of major departments, viz.: Rs. 10,560—360—13,800.

1223. *Administrative Assistant*.—The necessity for this post and its salary history are explained in paragraph 464 of Sessional Paper XXVIII. of 1935. We have assigned to this post a salary scale which preserves its existing salary position relative to other posts in the Public Service.

1224. *Chief Power Station Superintendent; Engineer, Supply and Maintenance; and Assistant Power Station Superintendent*.—The non-new entrant and the new-entrant provident fund scales of these posts appear on page 248 of Sessional

Paper VIII. of 1934. The salaries we have assigned to these posts bear an appropriate relation to the salaries assigned to comparable grades in this and other departments of the Public Service.

1225. *Electrical Engineers, Assistant Electrical Engineers and Junior Assistant Electrical Engineers.*—The salaries we have proposed for these grades are the same as those assigned by us to corresponding grades of the Public Works Department. In our scheme we have introduced into this Department a grade corresponding to Assistant Engineers, Grade II., of the Public Works Department. We consider this necessary to provide an avenue of promotion to senior officers of the subordinate technical grades of the Department with meritorious service. Assistant Engineers, Grade II., will not proceed beyond that grade unless they obtain the A. M. I. E. E. qualification. The numbers in the two grades should be fluid but there should always be a sufficient number of Grade I. engineers to replenish the grades and posts above Grade I.

We intend that no Assistant Engineer, Grade I., should receive promotion to the grade of Electrical Engineer until he has at least passed the efficiency bar in his scale.

1226. *Electrical Inspectors.*—We understand that there will be no further recruitment to this grade; we do not therefore assign a salary scale to it.

1227. *Shift Engineers, Power Station Foremen, Electrical Foremen, Assistant Electrical Foremen, Mains Foremen, Assistant Foremen, Grades I. and II., Overseers.*—Salaries recommended by us for these grades have been co-related to the salary scales assigned by us to Inspectors and Sub-Inspectors of the Public Works Department. We consider these salaries appropriate relative to the salaries assigned by us to subordinate grades of other technical departments. We recommend that no Shift Engineer, Grade II., Power Station Foreman, Assistant Electrical Foreman, Assistant Foreman, Grade I. or Grade II., or Overseer should be promoted to the next higher grade until he has at least passed the efficiency bar in his own scale.

1228. *Meter Inspectors.*—The salary scale we have proposed for these posts preserves the existing position relative to the salaries of sub-technical grades of this Department.

1229. *Electrical Department Clerical Service.*—The clerical staff of this Department consists of clerks in the General Clerical Service, Colombo Electricity Supply Clerical Service, Stores Clerical Service and Factory Clerical Service. Clerks of the Colombo Electricity Supply Branch were on a provident fund basis while the superannuation benefits of the others were regulated by the Government Pension Minute. On the application of the Chief Engineer and Manager it was decided in February, 1936, that all vacancies in clerical posts in the Department should in future be filled by appointments to a Departmental Clerical Service which would carry the same scales of pay as the General Clerical Service and the members of which would be on a provident fund basis.

In February, 1939, the Chief Engineer and Manager represented that it was desirable that the clerks in the various schemes, other than those in the General Clerical Service, should be brought under one scheme, preferably the Departmental Clerical Scheme, and proposed—

(1) that the clerks in Grade II. of the Factory and Stores Clerical Services should be transferred to Class II. of the Departmental Clerical Service when they reach the maximum of their grade and those in Grade I. should be considered for promotion to Class I. of the Departmental Clerical Service with those in Class II. of that Service;

(2) that the number of posts in Class I. of the Departmental Clerical Service which stood at 3 should be raised to 6 to provide promotions to Class II. clerks who have reached the maximum of Class II.

The net result of the Chief Engineer's scheme, if adopted, would be to provide higher salary prospects to Stores and Factory Clerical Service clerks of this Department. We see no valid reason to effect this improvement as Factory clerks employed in the Government Factory and Storemen in the Railway and Post and

Telegraph Departments enjoy no better salary prospects than these clerks, and as we consider that the clerks in question are more than adequately paid on their present rates of pay.

As regards the increase in the number of Class I. posts we consider that the number of Class I. appointments should gradually be increased until a ratio of 1 : 6 between Classes I. and II. is reached, the rate of increase being dependent on the actual number of officers stagnating on the maximum of Class II. for periods not less than the average stagnation on the maximum of Class II. of the General Clerical Service. What this period is the Chief Engineer and Manager should ascertain from the Deputy Chief Secretary.

In June, 1938, the Chief Engineer and Manager represented to the Treasury that he was experiencing difficulty in recruiting officers to fill vacancies in the Departmental Clerical Service and asked for authority to fill existing vacancies by the appointment of General Clerical Service clerks. We understand that this difficulty will always persist as only a very limited number of places can be offered for competition and as eligible candidates always prefer appointments in the General Clerical Service to appointments in departmental clerical services.

Whether the existing system of recruitment to a Departmental Clerical Service should be continued or abandoned is a matter of policy which we leave to Government to decide. If recruitment to the Departmental Clerical Service is abandoned clerical posts including those now filled by Store Clerks should be filled by the secondment of members of the General Clerical Service. If the Departmental Clerical Service is retained, one or the other of the two scales we have proposed in paragraph 1220 of this Report should apply according to the decision whether new entrants are to be recruited on a Provident Fund basis or not. The scales proposed are based on those recommended by us for all departmental clerical services. Whether recruitment is on a Provident Fund basis or not the numbers in the various grades, promotion from grade to grade, and recruitment to this Service should be governed by the same principles as those proposed by us for the reconstructed General Clerical Service.

1230. *Storekeeper; Assistant Storekeeper and Store Clerks.*—It will be observed from the statement which accompanied the Financial Secretary's memorandum to the Board of Ministers reproduced above that posts of Store Clerk will in future be filled by members of the Electrical Department Clerical Service. It is therefore unnecessary to assign salary scales for future entrants to this grade. We consider that the posts of Storekeeper and Assistant Storekeeper could also be filled by members of the Departmental Clerical Service: the post of Assistant Storekeeper should be filled by a member of either grade of Class I. of the Departmental Clerical Service and that of Storekeeper by a member of the Special Grade, the number in the Special Grade being increased for this purpose from 1 to 2.

1231. *Draughtsmen.*—For Draughtsmen of this Department we have assigned the same scales of salary as we have proposed for the Draughtsmen of a corresponding type in the Survey Department. We recommend that recruitment to this service and promotion from grade to grade should be governed by the same principles as are adopted for Draughtsmen of the Survey Department. The Chief Engineer and Manager should in consultation with the Treasury and the Deputy Chief Secretary settle the scope of the examinations, if any, to be associated with the efficiency bars, the conditions governing promotion from grade to grade and class to class and the distribution of numbers among the various grades (In a small service like this such distribution cannot be laid down in advance; it should be fixed on an equitable basis).

1232. *Engineering Student Apprentices.*—Under the sanctioned scheme, Electrical Engineering Student Apprentices are selected from candidates who have completed a three years' full day course at a University, Technical College, or other approved Institution, and have passed the Graduate Examination of the Institution of Electrical Engineers or any other Examination exempting them therefrom. They are paid during the 1st year Rs. 75 a month and during the 2nd and 3rd years Rs. 100 a month. We do not consider this rate of remuneration excessive and have no objection to its retention.

1233. *Engineering Trade Apprentices.*—The rates of pay recently sanctioned for these apprentices who on satisfactory completion of their period of training will, subject to vacancies, receive appointments in the subordinate technical grades of the Department are:—

				Rs. c.
1st year	..	..	..	0 80 per diem
2nd year	..	..	..	1 0 "
3rd year	..	..	..	1 48 "
4th year	..	..	..	2 0 "
5th year	..	..	..	3 0 "

In view of the reduced scales proposed by us for subordinate technical grades of the Department these rates require revision. We therefore recommend the following rates of pay for Engineering Trade Apprentices:—

				Rs. c.
1st year	..	..	..	0 56 per diem
2nd "	..	..	..	0 64 "
3rd "	..	..	..	0 75 " plus 25 cents outstation allowance
4th "	..	..	..	1 12 " plus 37 cents outstation allowance
5th "	..	..	..	1 50 " plus 50 cents outstation allowance

In paragraph 1146 of this Report we have made a similar recommendation with regard to the pay of Engineering Apprentices of the Public Works Department.

CHAPTER LXXXVII.

ACKNOWLEDGMENTS AND THANKS.

1234. It is our pleasant duty to express our appreciation of the assistance we have received from all sides throughout our inquiry. The Hon. the Financial Secretary and the Treasury placed at our disposal all the available information on every subject which came under our purview. We are deeply indebted to the Hon. Mr. H. J. Huxham for the readiness with which he gave us advice throughout our work. Our reports would have had little practical value without his active collaboration at all stages. Mr. C. H. Collins, Deputy Financial Secretary, fully co-operated with us by freely discussing several problems which we encountered. To Mr. S. Phillipson our special thanks are due for perusing our salary proposals and giving us his views, particularly on the relative status of posts and the co-relation of scales.

1235. As stated in paragraph 5 of Part I. of our Report, our Cadre proposals were all placed before the Officer of State or Minister concerned before final settlement. This involved considerable work on their part and we wish to thank the Officers of State and Ministers for all the support and encouragement received by us. Where there was any difference of opinion between any Department and us, the Ministers helped in a settlement; in this respect we should express our special obligation to the Hon. Major Kotalawala for smoothening out the path for us on more than one occasion. To the Board of Ministers as a whole our gratitude is due for receiving us many times at meetings of the Board with sympathy and understanding.

1236. We have received several memoranda from public bodies, private individuals and Associations of public servants which greatly facilitated our work. In addition to written communications, several members of the State Council and representatives of Associations like the Chamber of Commerce, European Association, Low-Country Products Association, Colombo Proctors' Association, &c., gave very full evidence which was of high value to us.

1237. We made reference in paragraph 2 of Part I. of our Report, to the change of attitude of Heads of Departments to Retrenchment Commissions since 1922, in which year the Retrenchment Commission of that day stated it had "scarcely a single suggestion from any Head of Department for making possible a reduction of expenditure on staff". We, on the other hand, are very deeply indebted to Heads of Departments for the most valuable suggestions for reduction of expenditure, particularly in connection with Part I. of our Report. If it were practicable, we should very much like to have placed on record the names of several Heads of Departments, their deputies and immediate assistants who rendered us invaluable help. We are very happy to mention the close and cordial relations which they maintained with us. Dr. B. B. Das Gupta was of great assistance to us in our study of general Economic matters relating to our inquiry.

1238. The officers attached to us for wholetime work whom we should mention are:—

- Mr. A. Weerasinghe, Accountant, System, Treasury.
- Mr. M. S. Thiruvilangam, Investigating Officer.
- Mr. E. V. Abeyaguneratne (General Clerical Service).
- Mr. H. A. Jayaweera, General Clerical Service (of the Treasury).
- Mr. V. K. Rajaratnam, General Clerical Service (of the Audit Office).

On Messrs. Weerasinghe and Thiruvilangam fell nearly the whole burden of organizing and leading investigation units for the investigation of the working of the Departments. We would place on record the great enterprise and initiative which they exercised and the untiring efforts and devotion to duty which they displayed. In this work, they were assisted by Mr. E. V. Abeyaguneratne and certain officers of the Audit Department, viz.:

- (i.) Mr. M. Vairamuttu, General Clerical Service, Head of the Treasury Branch, Audit Office (chiefly in respect of the Education, Agricultural, Excise and Irrigation Departments).
- (ii.) Mr. M. Vairavapillai, General Clerical Service, District Audit Examiner (chiefly in respect of the Courts).
- (iii.) Mr. L. A. Nethsinghe, General Clerical Service, Head of the Public Works Department Audit Branch (in respect of the Public Works Department and Survey Department).
- (iv.) Mr. D. Amarasinghe, General Clerical Service, Head of the Postal Audit Branch (in respect of the Post Office).
- (v.) Mr. D. A. Fernando, General Clerical Service, Head of the Medical Audit Branch (in respect of the Medical Department),

and many others.

Of these, special mention should, however, be made of the exceptionally meritorious contribution made by Mr. Vairamuttu to the work of the Commission.

Mr. Jayaweera was lent to us from the Establishment Branch of the Treasury. He has proved himself an intelligent, diligent and willing worker and, above all, a master of the intricacies of salaries scales. We warmly congratulate him on the high degree of specialization which he has attained and thank him for much hard work put in for us.

It was largely due to the patient and untiring office work of Mr. V. K. Rajaratnam that it has been possible to issue the Interim Reports and the final printed Reports without delay. He has ably co-ordinated the vast amount of clerical, typing and checking work of the office and shown tact and leadership worthy of recognition.

1239. We have to thank the Government Printer, Mr. A. C. Richards, and the Assistant Works Manager, Mr. Peter J. Fernando, who completed the printing of these reports at very short notice by working long hours. We should also record our appreciation of the good work done by the Central Duplicating Section of the Treasury under the able supervision of Mr. H. M. de Mel.

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1240. It is with very great pleasure that we acknowledge the invaluable assistance we have received from our Secretary, Mr. K. Vaithianathan, of the Ceylon Civil Service. The preparation of eight interim reports and of the two parts of our final report, represented a most onerous task. But working long hours, often at very great pressure, Mr. Vaithianathan has never failed to display exceptional ability and sound judgment.

1241. In conclusion may we be permitted to express our deep gratitude to Your Excellency for the guidance and encouragement which we received at the interviews which Your Excellency was pleased to grant us. We are very grateful to Your Excellency for having entrusted us with this opportunity of service.

O. E. GOONETILLEKE (*Chairman*),

C. E. JONES,
Commissioners.

K. VAITHIANATHAN,
Secretary.

September 26, 1939.

APPENDIX A.

Departmental Schedules of Salary Scales, showing the Non-new Entrant Scales, the Pereira Commission Scales, the Sessional Paper VIII. of 1934 Scales and those now Proposed.

Note.—(a) The schedules are based on the 1938-39 Estimates.

(b) Posts falling within some general category (e.g., Clerks, General Clerical Service, peons, labourers, &c.) are not included in the schedule of each Department in which they occur. They appear in the schedules dealing with those categories.

Accountants and Audit Officers.

			Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.			
			Rs. £300—400	Rs.	Rs.	Rs.			
Probationary Railway	Assistant	Accountants,	(a) 5 of 20	Probationers	3,200—4,450	Probationary Assistant Accountants Railway	2,592—3,312	2,400—3,000	
			3,000—4,000						5 of 250	5 of 144	5 of 120
Class IV.	..	..	5 of 200	Class IV.	4,500—6,000	Class IV.	3,200—4,200	3,120—4,020	
			4,000—5,800						5 of 300	4 of 250	5 of 180
Class III.	..	..	(b) 6 of 300	Class IV.	5 of 300	Class IV.	Efficiency Bar 4,500—6,000	Efficiency Bar 4,200—5,460	
			6,000—8,000						5 of 300	5 of 300	7 of 180
Class II	..	..	5 of 400	Class IV.	5,500—7,500	Class IV.	5,500—7,500	5,160—6,800	
			£420—570						5 of 400	5 of 400	6 of 240
Class I.	..	..	5 of 30	Class IV.	7,200—9,600	Class IV.	7,200—9,600	6,240—8,400	
			£540—720						5 of 400	6 of 400	9 of 240
Class I.	..	..	2 of 30, 3 of 40	Class IV.	9,000—12,000	Class IV.	9,000—12,000	8,040—10,200	
			£680—920						6 of 400
			6 of 40						
			£840—1,120						
			7 of 40						

(a) A new scale introduced in September, 1932.

(b) A new scale introduced in 1932.

Shroffs and Assistant Shroffs.

<i>Shroffs.</i>	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Special Class :				
1 Currency Department, Treasury ..	6,000	4,800	6,000	5,400
1 Railway Department ..	4,080	3,240	4,080	3,600
Class I. :				
1 Customs Department ..	3,300	2,700	3,300	3,000
1 Colombo Kachcheri ..				
1 Jaffna Kachcheri ..				
Class II. :				
17 Kachcheries ..	1,080—3,000	864—2,400	1,080—3,000	912—2,700
3 Treasury Offices ..				
1 Fiscal's Office, Colombo ..				
1 Prisons Department ..				
1 Colombo Port Commission ..				
1 Public Trustee ..	8 of 75, 11 of 120 (E.B. before 1,800)	8 of 60, 11 of 96 (E.B. before 1,440)	8 of 75, 11 of 120 (E.B. before 1,800)	9 of 60, 13 of 96 (E.B. before 1,548)
Shroff, Department of Government Elec- trical Undertakings ..	1,320—2,760		1,320—2,760	
	12 of 120		12 of 120	
1 Chief Assistant Shroff, Railway De- partment ..	2,100—2,700	1,740—2,280	2,100—2,700	<i>Group I. :</i>
	5 of 120	6 of 90	5 of 120	1,500—2,400
				10 of 90
1 Deputy Shroff, Currency Department, Treasury ..	1,500—2,100	1,200—1,680	1,500—2,100	<i>Group II. :</i>
1 Assistant Shroff, Customs ..	(a) 10 of 60	10 of 48	10 of 60	1,200—1,800
1 Assistant Shroff, Railway ..	900—1,380	720—1,104	900—1,380	10 of 60
6 Assistant Shroffs, Currency Depart- ment, Treasury ..	8 of 60	8 of 48	8 of 60	
1 Assistant Shroff, Customs ..	1,500—2,100	1,200—1,680	1,500—2,100	<i>Group III. :</i>
2 Assistant Shroffs, Railway ..	10 of 60	10 of 48	10 of 60	840—1,470
1 Assistant Shroff, Department of Gov- ernment Electrical Undertakings ..	720—1,680	—	720—1,680	15 of 42
	8 of 120		8 of 120	

12 Assistant Shroffs, Currency Department, Treasury ..	630—840	504—672	630—840	} Group IV. : 600—900 10 of 30
	7 of 30	7 of 24	7 of 30	
	1,500—2,100	1,200—1,680	1,500—2,100	
4 Assistant Shroffs, Railway ..	10 of 60	10 of 48	10 of 60	
	900—1,380	720—1,104	900—1,380	
5 Assistant Shroffs, Customs ..	2 at	8 of 48	8 of 60	
	630—840	504—672	630—840	
	3 at	7 of 24	7 of 30	
	7 of 30	528—624	660—780	
	660—780			
1 Assistant Shroff, Colombo Kachcheri	4 of 30	4 of 24	4 of 30	
	630—750	504—600	630—750	
Assistant Shroff, Jaffna Kachcheri ..	4 of 30	4 of 24	4 of 30	
	900—1,380	720—1,104	900—1,380	
1 Assistant Shroff, Colombo Port Commission ..	8 of 60	8 of 48	8 of 60	
	Some at 1,500—2,100	1,200—1,680	1,500—2,100	
	10 of 60	10 of 48	10 of 60	
	630—840	504—672	630—840	
	Some at	7 of 24	7 of 30	
	7 of 30	360—420	390—510	
	Some at (b)	4 of 15	4 of 30 (b)	
	4 of 30	390—450	450—570	
	450—570	4 of 15	4 of 30 (b)	
	Some at (b)	420—504	510—630	
	4 of 30	4 of 21	4 of 30 (b)	
	510—630	440—520	540—660	
	Some at (b)	4 of 20	4 of 30 (b)	
	4 of 30	—	390—510	
	540—660		390—510 (b)	
	Some at (b)		4 of 30	
	4 of 30		4 of 30	
	360—420		4 of 30	
	Some at		4 of 30	
	4 of 15		4 of 30	
All other Assistant Shroffs ..				} Group V. : 420—720 10 of 30

(a) The scale for the Deputy Shroff, Currency Department, Treasury, was later increased to 2,100—1,200—2,700.

(b) These scales were replaced by the scale Rs. 390—30—660 with effect from October 1, 1936.

Counters. (a)

	<i>Scales in Force Prior to October 1, 1936.</i>		<i>Scales introduced from October 1, 1936.</i>		<i>Scales on October 1, 1938.</i>		<i>Proposed Scales.</i>	
	Rs.		Rs.		Rs.		Rs.	
Non-new Entrants :								
Colombo City	300—444		300—504		300—504			
Central Province								
Uva Province	24 of 6		17 of 12		17 of 12			
Northern Province	240—384		240—444					
Eastern Province	24 of 6		17 of 12					
					264—468			
					17 of 12			
Other Provinces	264—408		264—468					
	24 of 6		17 of 12					
New Entrants :							No change	
Colombo City	300—420		300—480		300—480			
	20 of 6		15 of 12		15 of 12			
Northern Province	240—384		240—444					
Eastern Province	24 of 6		17 of 12					
					264—468			
					17 of 12			
Other Provinces	264—408		264—468					
	24 of 6		17 of 12					

(a) Up to October 1, 1936, Counters were on the same salary scales as peons. From October 1, 1936, these scales were increased and the increased scales have been assigned both to non-new entrants and new-entrants.

Laboratory Assistants.

	<i>Non-new Entrant Scales.</i>	<i>Pereira Commission Scales (Sessional Paper XII. of 1932).</i>	<i>New-Entrant Scales (Sessional Paper VIII. of 1934).</i>	<i>Proposed Scales.</i>
	Rs.	Rs.	Rs.	Rs.
Grade I.	1,200—2,400	960—1,920	1,200—2,400	960—2,340
	10 of 120	10 of 96	10 of 120	23 of 60 (E. B. before 1,740)

23— J. N. 2035 (9/30)	Grade II.	840—2,040 10 of 120	672—1,632 10 of 96	720—1,800 10 of 108	600—1,680 30 of 36
	Grade III.	600—1,200 10 of 60	480—1,020 9 of 60	480—960 8 of 60	(E. BB. before 960 and 1,356) 480—960 16 of 30 (E. B. before 780)
Laboratory Attendants.					
Grade I.	444—540 4 of 18, 1 of 24 300—444	420—516 8 of 12 300—420	420—516 8 of 12 300—420	420—516 8 of 12 300—420	360—480 10 of 12 300—420
Grade II.	24 of 6	20 of 6	20 of 6	20 of 6	20 of 6
Laboratory Cleaners and Labourers.					
Government Analyst's Department ..	240—300	—	240—300	240—300	} No change in existing scale
Medical College	10 of 6	—	10 of 6	10 of 6	
University College	240	—	240	240	
Mandapam Camp	—	—	—	—	
Stenographers.					
Chief Stenographer, State Council ..	4,500—5,500 5 of 200	Should be assigned a grade in the Special Class of the General Clerical Service 2,124—2,568	4,500—5,500 5 of 200	4,500—5,500 5 of 200	2,520—3,600 10 of 108
Stenographers, State Council	2,400—3,000 5 of 120	3 of 108, 1 of 120	2,232—3,000 8 of 96	2,232—3,000 8 of 96	1,200—2,400 20 of 60
Chief Stenographer, Supreme Court ..	—	—	(a) 3,300—4,800	(a) 3,300—4,800	2,460—3,000
Higher grade Stenographers of the Supreme Court and District Court, Colombo	—	—	10 of 150 2,232—3,000	10 of 150 2,232—3,000	6 of 90 1,200—2,400
All other Stenographers	1,140—1,560 7 of 60 (Efficiency Bar) 1,600—2,200	936—1,908 15 of 60, 1 of 72	8 of 96 936—1,908	(a) 8 of 96 936—1,908	20 of 60 600—1,680
	6 of 100		15 of 60, 1 of 72 (E. B. before 1,476)	15 of 60, 1 of 72 (E. B. before 1,476)	12 of 30, 20 of 36 (E. B. before 996)

(a) Existing scale.

Binders.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs. 420—600	Rs. 360—480	Rs. 360—480	Rs. 360—480
Binders	12 of 15	10 of 12	10 of 12	10 of 12
Senior Binders	615—780	480—660	480—660	492—660
	11 of 15	12 of 15	12 of 15	14 of 12

Arachehies, Peons, Process Servers and Other Minor Employees of Similar Status.

Colombo City	} 300—444	Colombo City	300—420	} No change		
Central Province		} 24 of 6	Western Province (excluding Colombo)		20 of 6	
Province of Uva			Central Province		} 264—408	} Pereira Commission Scales
Western Province (excluding Colombo) ..	} 264—408	Southern Province	} 24 of 6	} No change		
Southern Province		} 24 of 6			North-Western Province	
North-Western Province					} 240—384	North-Central Province
North-Central Province						Province of Sabara- gamuwa
Province of Sabaragamuwa		Province of Uva	240—384			
Northern Province	} 240—384		} 24 of 6	} 180—240		
Eastern Province		} 24 of 6				} 264—408
				(a) 24 of 6		
			180—240			
Boy Peons	—	—	(b) 4 of 15	5 of 12		

Labourers and Other Minor Employees of Similar Status.

	240—300		240—300	240—300	
Colombo City, Central Province, and Province of Uva ..	10 of 6	Colombo City only	10 of 6	10 of 6	} No change
Northern Province and Eastern Province	192—252		192—252	192—252	
	10 of 6		10 of 6	10 of 6	
	216—276	216—276	216—276	(a)	
All other Provinces ..	216—276	216—276	216—276		
	10 of 6	10 of 6	10 of 6		

Head 1.—His Excellency the Governor.

	£8,000	96,000	£8,000	—
His Excellency the Governor	£8,000	96,000	£8,000	—
Private Secretary ..	£600	8,100	8,100	8,100
Aide-de-Camp ..	£600	3,000	4,000	4,000
Chief Sinhalese Interpreter ..	4,000	1,200—1,500	1,200—1,500	1,020—1,500
Motor Car Drivers ..	1 at 1,400—1,880	4 of 120	4 of 75	8 of 60
	Others at	1,200—1,500	720—1,200	600—960
Motor Car Cleaners ..	1 at 5 of 60	8 of 60	8 of 60	12 of 30
	1 at 300	300	300	300
	1 at 270	270	270	270
Female Telephonist ..	480—900	420—720	420—720	420—720
Night Telephonist ..	1 of 60, 5 of 72	6 of 50	6 of 50	10 of 30
	360—480	—	—	420—600
Arachchi ..	10 of 12	—	—	15 of 12
Kangany ..	780	630	630	630
Lascareens ..	660	540	540	540
	420—600	360—480	360—504	360—480
	15 of 12	10 of 12	12 of 12	10 of 12

(a) Increased scale provided for in the Estimates, 1938-39. (b) Existing scale.
(c) This scale was subsequently increased to 420—15—600.

Head 1.—His Excellency the Governor—*contd.*

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	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Messengers	1 at 252 360—504	252 360—480	252 360—480	} 360—480
	Others at 16 of 9 600—840	15 of 8 480—660	15 of 8 480—660	
Caretakers, house boys, and house labourers	1 at 10 of 24 540—780	10 of 18 444—624	10 of 18 444—624	} 10 of 18 444—624
	2 at 10 of 24	10 of 18	10 of 18	
	1 at 516	450	450	} 300—420
	4 at 480	420	420	
	1 at 444	420	420	} 10 of 12
	4 at 396	396	396	
	9 at 300	300	300	} 900
	900	720	900	
Linen Maid	720—840	600—672	576—672	} 360—480
Gardeners	1 at 4 of 30 450—750	3 of 24 408—600	4 of 24 408—600	
	Others at 15 of 20 390—570	16 of 12 360—480	16 of 12 360—504	} <i>Vide</i> paragraph 164. 360—480
Governor's Office Kangany	15 of 12	10 of 12	12 of 12	
Head 2.—Supreme Court.				
Chief Justice	£2,500	30,000	30,000	30,000
Puisne Justices	£1,750	22,500	22,500	21,000
Registrar	£700—800	6,000—8,400	7,200—8,400	6,300—7,500
	4 of 25 £420—600	8 of 300 4,500—6,600	4 of 300 4,500—6,600	5 of 240 4,200—6,000
Deputy Registrars: 1 at	6 of 30 £350—400	6 of 350 3,900—4,500	7 of 300	10 of 180
1 at	5 of 10 £320	5 of 120 3,900	3,900—4,500	3,000—4,080
3 at		5 of 120 3,900	5 of 120	9 of 120

Private Secretary to Chief Justice	..	4,200	3,000	3,000	3,000
Private Secretaries to Judges	..	3,200	2,000	2,400	1,800
Interpreter	..	The post is at present held by a Stenographer on the salary scale of Rs. 2,232—96—3,000. Previously it was filled by an officer of the General Clerical Service.			Post to be filled by an officer of the General Clerical Service.
					720—1,320
Librarian	..	1,140—1,560	936—1,206	936—1,206	} 20 of 30 Efficiency Bar 1,356—1,680
		7 of 60	6 of 45	6 of 45		9 of 36
Sword Bearer	..	720	576	600	600
Mace Bearer	..				
Caretaker of the Chief Justice's residence	..	360—480	360—420	360—420	360—420
		(a) 10 of 12	5 of 12	5 of 12	5 of 12
Head 3.—State Council.					
Clerk of the Council	..	C. C. S, Class II.	—	—	(b) C. C. S. salary plus an allowance of Rs. 1,200 per annum. 6,600—13,800
					(c) 20 of 360
					(E.B.B. before Rs. 8,400 and 10,580; three years' halt on 10,200).
Deputy Clerk of the Council	..	—	—	5,400—7,800	3,600—6,000
				(d) 6 of 400	8 of 300

(a) This post was created with effect from October 1, 1938, on the non-new entrant salary scale.

(b) The allowance is payable only if a Civil Servant fills the post and also functions as Secretary to the Board of Ministers.

(c) The scale of salary is applicable if the post is removed from the Civil Service and made a Departmental one. In such an event no allowance is payable to the holder of the post even though he performs additional duties as Secretary to the Board of Ministers.

(d) This is the salary assigned to this new post in the Estimates for 1938-39.

Head 3.—State Council—*contd.*

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Council Clerical Service :	General Clerical Service scales	—	Grade I. : { 900—2,820 } { 16 of 120 } { 3,000—4,800 } { 10 of 180 } Grade II. : { 480—1,200 } { 15 of 48 } { 1,260—2,820 } { 13 of 120 }	Grade I. : 2,400—3,660 1 on : 14 of 90 Grade II. : 960—2,340 2 on : 23 of 60 (E.B. before 1,740) Grade III. : 480—1,320 3 on : { 28 of 30 } { (E.B. before Rs. 900) } { 1,356—1,680 } { 9 of 36 }
Chief Stenographer ..	4,500—5,500	Should be assigned a grade in the Special Class of the General Clerical Service.	4,500—5,500	See page 329
Stenographers ..	5 of 200 2,400—3,000	2,124—2,568	5 of 200 2,232—3,000	See page 329
Librarian ..	5 of 120 1,140—1,560	3 of 108, 1 of 120 936—1,206	8 of 96 936—1,206	{ 720—1,320 } { 20 of 30 } { E. B. } { 1,356—1,680 } { 9 of 36 }
Telephone Operator ..	7 of 60 420—600 12 of 15	6 of 45 360—480 10 of 12	6 of 45 1,140—1,560 } 7 of 60 } 1,600—2,400 } 8 of 100 } 360—480 } 10 of 12 }	

Arachchi ..	<u>390—570</u> 15 of 12	<u>360—480</u> 10 of 12	<u>60—504</u> 12 of 12 <u>420—600</u> (c)	} <u>360—480</u> 10 of 12
Peons and Sweepers : Peons and Cycle Orderly ..	<u>300—444</u> 24 of 6	<u>300—420</u> 20 of 6	15 of 12 <u>300—420</u> 20 of 6 360—504	
			4 on : <u>16 of 9</u> 360—480	} See pag 330
			2 on : <u>15 of 8</u> 240—300	
Sweepers ..	<u>240—300</u> 10 of 6	<u>240—300</u> 10 of 6	<u>10 of 6</u> 300 (e)	
Skilled Furniture Cleaner ..	—	—	300 (f)	<u>240—300</u> 10 of 6

Head 4.—Audit Office.

Auditor-General ..	{ <u>£1,200—1,500</u> 6 of 50	<u>16,400—18,000</u> 2 of 800	<u>18,000—19,800</u> 2 of 900	18,000
Deputy Auditor-General (h) ..	{ <u>£840—1,120</u> 7 of 40	<u>9,000—12,000</u> 6 of 500	<u>11,400—15,000</u> 6 of 600	<u>10,560—13,800</u> 9 of 360

(a) Scales provided for a closed Council's Service in the 1938-39 Estimates.

(b) Scales provided for the post in the 1938-39 Estimates.

(c) Scale provided for in the Estimates for 1937-38.

(d) New scales provided for in the Estimates for 1938-39.

(e) New scales provided for in the Estimates for 1938-39.

(f) New post provided for in the Estimates for 1938-39.

(g) This scale was subsequently increased to £1,600—£50—£1,750.

(h) This post was previously designated Assistant Auditor-General.

(i) This scale was subsequently increased to £1,050—£50—£1,300.

Head 5.—Chief Secretary.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Chief Secretary	£3,000	27,000	£3,000	<i>Vide Chapter V.</i>
Deputy Chief Secretary	£1,800	18,000	—	No special salary proposed.
Government Archivist, Librarian, and Recordkeeper	£420—570	4,500—6,000	4,500—6,600	3,600—6,000
	5 of 30	5 of 300	6 of 350	8 of 300
Assistant Government Archivist	4,500—6,000	3,600—4,800	3,600—4,800	3,000—4,200
	5 of 300	8 of 150	8 of 150	10 of 120
Assistant Archivist (Temporary)	—	—	(a) 9,600	No scale proposed as the post is temporary.
	—	—	1,200—2,400	720—1,680
Building Supervisor	—	—	(b) 96 and 48	10 of 43, 10 of 54 (E.B. before 1,194)
	—	—	510—690	360—480
Document Repairers	—	—	(b) 9 of 20	10 of 12
	420—600	360—480	360—504	360—480
Arachchi	15 of 12	10 of 12	12 of 12	10 of 12
	480—600	408—480	360—504	360—480
Bungalow-keepers	10 of 12	12 of 6	12 of 12	10 of 12

Head 6.—Civil Service.

Civil Servants :				
Class I., Grade I.	£1,600—1,750	16,400—18,000	18,000—19,800	18,000
	3 of 50	2 of 800	2 of 900	
Grade II.	£1,400—1,550	13,200—15,600	16,200—17,400	15,000
	3 of 50	3 of 800	2 of 600	

Class II.	£1,050—1,300	9,800—12,800	11,400—15,000	Grade I : 10,560—13,800
	5 of 50 Efficiency Bar £760—1,000	Grade I. 5 of 600 7,500—9,000	6 of 600 Efficiency Bar 8,300—10,800	9 of 360
	6 of 40 Efficiency Bar	Grade II. 3 of 500	5 of 500 Efficiency Bar and 2nd examination	Grade II : 4,800—10,200
	£500—700	Grade III. 4,800—7,200	5,400—7,800	15 of 360 (E.B.B. before 6,960 and 9,480)
Passed Cadets	5 of 40 £450 Efficiency Bar.	6 of 400 4,500	6 of 400 5,100 Efficiency Bar and 1st examination	4,500 Efficiency Bar.
Unpassed Cadets	£400 £420—600	4,200 4,500—6,800	4,800 4,500—6,600	4,200 3,600—6,000
Class III.	(c) 6 of 30	6 of 350	(d) 6 of 350	8 of 300
Head 7.—Clerical Service.				
Special Class	4,500—5,500	Grade I. : 4,200	3,750—4,200	<i>Executive Clerical Class.</i> Special Grade : 3,600—4,080
	5 of 200	Grade II. : 3,900	3 of 150	4 of 120
Class I.	3,000—4,260	Grade III. : 3,600	2,568—3,528	Grade I. : 2,400—3,300
	7 of 180	2,568—3,528	8 of 120	10 of 90
Class II.	900—2,820	8 of 120 720—2,448	720—2,448	Grade II. : 960—2,340
	16 of 120 (2 years' halts on 1,500 and 2,100 ; E. BB. before 1,620 and 2,220)	16 of 108 (E. BB. and 2 years' halts at 1,260 and 1,800)	16 of 108 (E. BB. and 2 years' halts at 1,260 and 1,800)	23 of 60 (E. B. before 1,740)
Class III.	480—1,200	420—1,020	480—1,200	<i>General Clerical Class.</i> Grade I. : 1,356—1,680
	15 of 48 (E. BB. before 768 and 1,008)	20 of 30 (E. BB. at the 5th, 10th, and 15th years)	24 of 30 (E. BB. before 660, 840, and 1,020)	9 of 36 Grade II. : 480—1,320
				28 of 30 (E. B. before 900)

(a) Salary of an officer recruited on agreement for a term of years.

(b) New posts—*Vide* Estimates, 1938-39.

(c) This scale was reduced to Rs. 6,000—400—8,000 in March, 1932, but no appointments were actually made on that scale.

(d) Non-new entrants to the Public Service receiving non-normal promotion to Class III. are placed on the scale of Rs. 5,400—400—7,800.

Head 8.—Defence.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Commandant	£750	10,125	(a) £750	£1 400
Staff Officer	£850	11,475	(b) £850	1 at £1'000
Adjutants	£800	10,800	£800	1 at 900
Staff Captain, C. D. F.	8,100—9,720	8,100—9,720	8,100—9,720	£800
Civil Master Armourer	2 of 810 (quinquennial) 6,500—9,000	2 of 810 5,850—8,100	2 of 810 (quinquennial) 6,500—9,000	6,500—9,000
Regiment Sergeant-Majors (Instructors)	10 of 250 { 3 at 16s. a day (Rs. 4,380) 5 at 14s. a day (Rs. 3,833)	9 of 250 (Rs. 3,942)	10 of 250	10 of 250
Armourer Sergeant-Major	16s. a day (Rs. 4,380)	(Rs. 3,450)	} (c) Pre-Pereira Commission Scales	4,332—5,029
Quartermaster Sergeants (Instructors)	3 at 12s. a day (Rs. 3,285)	(Rs. 3,450)		2 of 240, 1 of 317 19s. 8½d. a day
Company Sergeant-Major (Instructors)	{ 3 at 12s. a day (Rs. 3,285) 7 at 10s. a day (Rs. 2,738) 1,440—1,800	(Rs. 2,967)		4,332—5,029
Assistant Armourers	{ 1 at 6 of 60 1 at 480—720	(Rs. 2,465) 1,152—1,440	1,152—1,440	2 of 240, 1 of 317 960—1,440
Fitters (on daily-pay)	{ 8 of 30 2 at 1,198 2 at 624 300—480	7 of 24 960 500 300—420	5 of 24	16 of 30 480—600
Telephone Operator and Peon	30 of 6 540—720	20 of 6 450—576	To continue on daily-pay	5 of 24 —
Camp Storeman, Diyatalawa	3 of 60	3 of 42	(e) 3 of 42	300—480
Motor Lorry Cleaner-Drivers	{ 1 at 720 1 at 480	576 408	576 408	30 of 6 960—1,200
				8 of 30 480—600
				1 at 5 of 24
				Others at 420

Head 9.—Ceylon Naval Volunteer Force.			
Officer Instructor ..	—	—	£900
Chief Petty Officer Instructor ..	—	—	£450
Caretaker of Drill Hall ..	—	—	360
			} (f) Vide paragraph 287 Vide paragraph 288 360
Head 10.—Coast Lights.			
Inspector of Lights ..	2,400—4,000	1,920—3,200	2,400—4,000
	120	16 of 80	120
Assistant to Inspector of Lights ..	660—672	540—552	660—672
	1 of 12	1 of 12	1 of 12
Lightkeepers :			
Class I. ..	} Varying scales for the different posts—Vide page 165 of Sessional Paper VIII. of 1934		1 on 1,200
Class II. ..			Others on 840
Class III. ..			546—756
Class IV. ..			7 of 30
			504—588
			4 of 21
			216—276
			10 of 6
Head 11.—Legal Secretary.			
Legal Secretary ..	(g) £2,400	(g) 24,000	(h) £2,400
Principal Assistant to the Legal Secretary ..	—	—	12,400—14,800
			(h) 5 of 480
			Vide Chapter V 8,400—12,000
			12 of 300

(a) Since increased to £1,200—Vide Estimates, 1935-36.

(b) Since increased to £925—Vide Estimates, 1936-37.

(c) Since increased to 19s. 8½d., 19s. 8½d., 17s. 5½d., and 15s. 5½d. a day, respectively.

(d) These are the scales proposed in the 1939-40 Estimates. See also paragraph 277.

(e) This scale was increased to Rs. 1,020—60—1,200 in 1936-37 to include the extra salary of Rs. 40 per mensem which the holder of this post drew as Head Watcher of the C. D. F. Camp buildings.

(f) Vide Chapter XII. of Sessional Paper XXVIII. of 1935.

(g) Scale of the combined post of Legal Secretary and Attorney-General.

(h) Vide Paragraph 76 of Sessional Paper XXVIII. of 1935.

Head 11.—Legal Secretary—*contd.*

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs	Rs.	Rs.
Assistants to the Legal Secretary ..	—	—	6,540—12,000	6,000—10,200
Arachchi ..	300—444	300—420	(a) 13 of 420	10 of 240 and 6 of 300
	24 of 6	20 of 6	300—420	
			20 of 6	360—480
			420—600	10 of 12
			(b) 15 of 12	

Head 12.—Attorney-General.

Attorney-General ..	(c) £2,400	(c) 24,000	(c) £2,400 18,000—19,800	18,000
Solicitor-General ..	£1,550	16,000	(d) 2 of 900 17,400	15,000
	£520—1,000	2 at 9,000—12,000	15,000—17,400	
	12 of 40	6 of 500	(e) 4 of 600	6,000—10,200
Crown Counsel ..	(E. B. before £840 ; £600 on completing 30 years of age)	6 at 4,800—8,400	6,540—12,000	(f) 10 of 240 and 6 of 300
		10 of 360	13 of 420 (E. B. before 9,900)	

Head 13.—Legal Draftsman.

Legal Draftsman ..	£1,200—1,400	16,400—18,000	16,200—19,800	11,400—15,000
	4 of 50	2 of 800	3 of 600 and 2 of 900	10 of 360
	£520—1,160	9,000—12,000	9,480—13,800	8,400—10,800
	1 at	1 at	1 at	1 at
	16 of 40	6 of 500	9 of 480	8 of 3'0
Assistant Legal Draftsmen ..	£520—1,000	4,800—8,400	6,540—12,000	6,000—10,200
	Others	Others	Others	Others
	at 12 of 40	at 10 of 360	at 13 of 420 (E. B. before 9,900)	at 10 of 240 and 6 of 300

Head 14.—Public Trustee.

Public Trustee .. .. .	.. .. . Cl. I., Gr. II. of C. C. S.	<u>13,200—15,600</u> 3 of 800	(g) <u>18,000—21,000</u> 4 of 750	15,000
Deputy Public Trustee .. .. .	.. .. . (h) 15,000	12,600	(i) <u>9,000—12,000</u> 8 of 375	<u>6,000—10,200</u> 10 of 240 and 6 of 300
Office Assistant .. .. .	.. .. . (h) 6,000	4,200	(j) <u>4,500—5,500</u> 5 of 200	<u>3,600—4,080</u> 4 of 120

Heads 15 and 16.—District Courts, Courts of Requests, and Magistrates' Courts.

District Judge, Colombo <u>£1,400—1,550</u> 3 of 50	16,000	17,400	Special Class (Judicial Service) 16,800
Three Additional District Judges, Colombo <u>£1,050—1,400</u> 7 of 50	14,000	15,600	Cl. I., Gr. I. (Judicial Service) 15,000
District Judge, Galle .. .. .	.. .. . C. C. S., Class I.	14,000	15,600
District Judge, Jaffna .. .. .	.. .. . do.	14,000	15,600
District Judge, Kandy .. .. .	.. .. . (k) £1,400	14,000	15,600

(a) *Vide* Paragraph 76 of Sessional Paper XXVIII. of 1935.

(b) Raised to this scale from October 1, 1937.

(c) Scale of the combined post of Legal Secretary and Attorney-General.

(d) *Vide* Paragraph 76 of Sessional Paper XXVIII. of 1935. Scale for the separate post of Attorney-General.

(e) *Vide* paragraph 76 of Sessional Paper XXVIII. of 1935.

(f) *vide* paragraph 300.

(g) Scale fixed for an officer who received non-normal promotion to the post of Public Trustee.

(h) *Vide* Item 10 of the Minutes of the Meeting of the State Council held on March 8, 1932.

(i) Scale fixed as from October 1, 1938.

(j) Post filled by an officer in the Special Class of the Clerical Service.

(k) Reduced on non-normal promotion to £1,320 on the scale $\frac{£1,040—1,320}{7 \text{ of } 40}$

Heads 15 and 16—District Courts, Courts of Requests, and Magistrates' Courts.—*contd.*

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	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
District Judge, Badulla ..	C. C. S., Class II.	13,000	} 13,000	} Class I., Grade II. (Judicial Service)
District Judge, Chilaw ..	£1,000	12,000		
District Judge, Kalutara ..	C. C. S., Class II.	12,000		
District Judge, Kegalla ..	do.	12,000		
District Judge, Kurunegala ..	do.	14,000		
District Judge, Matara ..	do.	12,000		
District Judge, Negombo ..	do.	12,000		
District Judge, Ratnapura ..	do.	12,000		
Commissioner of Requests, Colombo ..	£900	10,800		
Magistrate, Colombo ..	C. C. S., Class II.	10,800		
District Judge, Anuradhapura ..	C. C. S., Class II.	12,000	} 11,000	} Class I., Grade III. (Judicial Service)
District Judge, Avissawella ..	£800	10,800		
District Judge, Batticaloa ..	12,000	12,000		
District Judge, Nuwara Eliya ..	C. C. S., Class II.	10,800		
District Judge, Tangalla ..	do.	10,800		
District Judge, Trincomalee ..	7,500—10,500	10,800	} 11,000	} 10,200
	5 of £600			
Additional District Judge, Galle ..	£800	10,800		
Additional District Judge, Jaffna ..	£800	10,800		
Additional District Judge, Kandy ..	C. C. S., Class I.	10,800		
One Supernumerary Judge ..	—	—	(a) 9,000	} Class II., Grade I. (Judicial Service)
Magistrate, Galle ..	C. C. S., Class II.	7,500	9,000	
Magistrate, Gampaha ..	£600	6,000	7,000	
Magistrate, Jaffna ..	C. C. S., Class II.	7,500	9,000	
Magistrate, Kalutara ..	£600	7,500	9,000	
Magistrate, Kandy ..	C. C. S., Class II.	7,500	9,000	
Magistrate, Kurunegala ..	£800	7,500	9,000	
Magistrate, Matara ..	£800	7,500	7,000	
Magistrate, Panadure ..	£600	6,000	7,000	
Additional Magistrate, Colombo ..	C. C. S., Class II.	6,000	7,000	
	£500—700			
Municipal Magistrate, Colombo ..	5 of 40	6,000	7,000	
One Supernumerary Judge ..	—	—	(a) 9,000	

				Class II., Grade II. (Judicial Service)	
Magistrate, Balapitiya ..	£600	6,000	7,000	} 7,200	
Magistrate, Chilaw ..	£600	6,000	7,000		
Magistrate, Dandagamuwa ..	£500	6,000	7,000		
Magistrate, Gampola ..	C. C. S., Class II.	6,000	7,000		
Magistrate, Mallakam ..	—	—	7,000 (b)		
Magistrate, Matale ..	C. C. S., Class II.	6,000	7,000		
Magistrate, Negombo ..	£600	6,000	7,000		
Magistrate, Point Pedro ..	C. C. S., Class II.	6,000	7,000		
Additional District Judge and Magistrate Puttalam ..	C. C. S., Class II.	—	7,000		C. C. S., Class II.
Additional Magistrate and Additional Commissioner of Requests, Mannar ..	—	—	—		C. C. S., Class II.
Stamp Vendor, D. C., Colombo ..	480—576	420—480	420—480	} Post to be abolished	
	2 of 48	2 of 30	2 of 30		
Stamp Vendor, D. C., Jaffna ..	300	—	300	} 360—480	
			420—480 (c)		
			2 of 30	10 of 12	
Head 17.—Village Tribunals.					
Presidents ..	2,200—3,000	1,800—2,400	2,200—3,000	2,100—2,820	
	2 of 400 (quinquennial)	4 of 150	2 of 400 (quinquennial)	12 of 60	
Clerks ..	—(d)	—(d)	—(d)	} Present scales.	
		Head Clerks :	360—24—672 (E.B. before 504)		
Peons ..	—(d)	—(d)	240—18—492 (E.B. before 366)	} Present scale	
		Clerks :	—(d)		
Village Tribunal Keepers ..	—(d)	—(d)	180—6—240 (e)	} Present scale	
			—(d)		
			120 (maximum) (e)		

(a) New post created in 1937-38.

(b) New post known as Additional Police Magistrate, Jaffna, created in December, 1936, on a salary of Rs. 7,000 per annum.

(c) Placed on the new-entrant scale of the post of Stamp Vendor, D. C., Colombo, from 1936-37.

(d) Prior to October 1, 1937, these employees were paid from the funds of Village Committees at varying rates.

(e) These scales were introduced as from October 1., 1937, when all Village Tribunal employees were taken on to the monthly-paid non-pensionable establishment of Government.

Head 18.—Fiscals.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Western Province—Colombo: Drivers of Motor Vans	900—1,200 <u>5 of 60</u> 480—600	600—900 <u>10 of 30</u> 420—540	600—900 <u>10 of 30</u> 420—540	600
Assistant Driver	<u>4 of 30</u>	<u>10 of 12</u>	<u>10 of 12</u>	420

Head 19.—Financial Secretary.

Financial Secretary	£2,400 300—444	24,000 300—420	£2,400 300—420	Vide Chapter V. 360—480
Arachchi	<u>24 of 6</u>	<u>20 of 6</u>	(a) <u>20 of 6</u>	<u>10 of 12</u>

Head 20.—Treasury.

Investigating Officer	—	4,500—6,600 (b) <u>6 of 350</u>	4,500—6,600 (c) <u>6 of 350</u> 420—720	3,600—6,000 <u>8 of 300</u> 360—900
Punch Operators	—	—	(d) <u>6 of 60</u>	30 (E. B. before Ra. 630)
Head Operator, Duplicating Section ..	—	—	450—540 (e) <u>6 of 15</u> 300—444	<u>360—480</u>
Operator, Duplicating Section ..	—	—	(e) <u>24 of 6</u>	<u>10 of 12</u>

Head 23.—Widows' and Orphans' Pension Office. (f)

Clerks	—	—	Class I.	3,000—4,260	} To be replaced by members of the General Clerical Service as vacancies occur.
				7 of 180	
			Class II.	900—2,820	
				16 of 120	
				720—2,448	
			Class III.	16 of 108	
				480—1,200	
				15 of 48	
				480—1,200	
				24 of 30	

Head 27.—Government Stores.

Government Storekeeper	£700—850 5 of 30	7,200—8,400 5 of 240	7,600—9,600 5 of 400	} (g)	9,840—12,000 6 of 360
					8,040—10,200 6 of 360
Assistant Government Storekeeper (h) .. .	£450—650 8 of 25	4,200—6,000 10 of 180	4,800—7,200 10 of 240	} (i)	6,240—8,400 9 of 240
Railway Storekeeper (h)	£700—850 5 of 30	7,200—8,400 5 of 240	7,600—9,600 5 of 400		

(a) This scale was raised on October 1, 1937, to Rs. 420—12—600.

(b) Post created on this scale in 1933-34.

(c) The present holder of the post who is a non-new entrant to the Public Service is on Rs. 5,400—400—7,800.

(d) New posts created in 1938-39.

(e) New posts.

(f) Provision made in the 1938-39 Estimates for the first time as a Government Department.

(g) This scale is applicable only in the event of our proposal to amalgamate the Public Works Department Stores and the Railway Stores with the Government Stores is given effect to.

(h) These posts should be re-designated Deputy Government Storekeepers when the Railway Stores are amalgamated with the Government Stores.

(i) Eventually there is to be only one post of Deputy and this scale is meant for that post.

Head 27.—Government Stores—*contd.*

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Second Assistant Government Store- keeper (a)	4,500—6,000 <hr/> 5 of 300	3,000—4,080 <hr/> 5 of 216	2,400—3,900 <hr/> 10 of 150	3,120—4,020 <hr/> 5 of 180 (Efficiency Bar) 4,200—5,460
Assistant Railway Storekeeper (a)	£450—650 <hr/> 8 of 25	4,200—6,000 <hr/> 10 of 180	4,800—7,200 <hr/> 10 of 240	7 of 180
Assistant Storekeeper, P. W. D. Stores	540—1,780 <hr/> 9 of 40, 11 of 80 (E.B. before 980)	480—1,560 <hr/> 10 of 36, 10 of 72 (E.B. before 912)	480—1,560 <hr/> 10 of 36, 10 of 72 (E.B. before 912)	The holder of this post in the P. W. D. Stores will be transferred to the Govern- ment Stores with the amal- gamation of the two stores. When he retires his place should be filled by a mem- ber of the General Clerical Service.
Probationary Assistant Storekeeper (Railway) (b)	£300—400 <hr/> 5 of 20 1,800—2,800	2,592—3,312 <hr/> 5 of 144 1,440—2,240	2,592—3,312 <hr/> 5 of 144 1,440—2,240		2,400—3,000 5 of 120 1,200—2,040
Magazine-keeper	10 of 100	8 of 100	8 of 100	5 of 48, 10 of 60 (E.B. before 1,560) 900—1,800
Warehouseman	1,320—2,400 <hr/> 10 of 108	1,056—1,920 <hr/> 8 of 108	1,056—1,920 <hr/> 8 of 108	10 of 48, 7 of 60 (E.B. before 1,280) 480—1,280
Wharf Clerk	600—1,200 <hr/> 12 of 50	480—960 <hr/> 10 of 48	480—1,200 <hr/> 24 of 30 (E.B. before 660, 840, and 1,020) 720—1,200	26 of 30 (E.B. before 900)
Supervisor of Labour	—	—	(c) 16 of 30	480—1,280 <hr/> 26 of 30 (E.B. before 900)

Machine Minders (Railway) ..	600—990	480—792	480—792	420—720	
Staffs at Government Bungalows :	13 of 30	13 of 24	13 of 24	6 of 18, 8 of 24	
Caretaker, Nuwara Eliya ..	360—480	360—420	360—420	} Sessional Paper VIII. of 1934 Scales.	
Caretakers, "A" Bungalow and "B" Bungalow, Diyatalawa ..	10 of 12 360—420	5 of 12 360—408	5 of 12 360—408		
Caretaker, Kandy ..	10 of 6 300—360	8 of 6	8 of 6 300—360		
Hatton ..	} 10 of 6 180—240	—	10 of 6		
Jaffna ..		—	180—240		
Assistant Caretaker, Jaffna ..	10 of 6	—	10 of 6		
Caretaker, Haldumulla ..	360—420	360—408	360—408		
	10 of 6	8 of 6	8 of 6		
Head 28.—Government Press.					
Government Printer ..	£700—850	5,400—7,200	7,600—9,600		8,040—10,200
	5 of 30	6 of 300	5 of 400	6 of 360	
Works Manager ..	£650	4,200—5,700	4,800—7,200	6,240—8,400	
		6 of 250	(d) 10 of 240	9 of 240	
Assistant Works Manager ..	4,000—6,000	3,200—4,800	2,400—3,900	While in training 5 of 120 3,300—6,000	
	10 of 200	10 of 160	10 of 150	On confirmation 15 of 180 (E.B. before 4,560)	
Printer's Engineer ..	£600	5,400	4,000—5,800	1,740—3,000	
			10 of 180 (E. B. before 4,900)	14 of 90 (E.B. before 2,460)	

(a) These posts should be re-designated Assistant Government Storekeepers when the two Stores are amalgamated.

(b) The Probationer, who has completed his probationary period should be appointed to fill the vacant post of Assistant Government Storekeeper. No Probationer should be recruited hereafter except in anticipation of actual vacancies in the grade of Assistant Government Storekeeper.

(c) Post created in 1935-36. The duties of the post were previously attended to by a Clerk in Class III.

(d) The scale of Rs. 6,000—300—8,400 appearing in the Estimates is that assigned to the present Works Manager on his promotion to this post.

Head 28.—Government Press—contd.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Superintendent, Composing ..	3,000—4,500 10 of 150	3,000—4,500 10 of 150	} 3,000—4,800 12 of 150 (b) 1,800 720—1,200 (b) 8 of 60 Foremen : Composing : 1,288—1,648 7 of 48, 1 of 24 1,120—1,600 Binding } 1,120—1,600 Machine Vernacular Stamp Room Composing Machinery } 1,008—1,440 1,800—2,568 12 of 64	} 2,400—4,200 15 of 120 (E.B. before 3,360) No salaries proposed, as these posts are temporary.
Superintendent, Binding ..	(a) £400	3,000—4,500 10 of 150		
Superintendent, Machine ...	(a) £400	3,000—4,500 10 of 150		
Superintendent, Composing Machinery .	3,000—4,500 10 of 150	2,400—3,800 10 of 120		
Superintendent, Machine (in training) ..	1,500	—		
Apprentice to the Superintendent, Composing ..	—	—		
Foremen :	1,610—2,090	1,288—1,648		
Composing ..	8 of 60 1,400—2,000	7 of 48, 1 of 24 1,120—1,600		
Vernacular ..	10 of 60 1,400—2,000	10 of 48 1,120—1,600		
Stamp Room ..	10 of 60 1,260—1,800	10 of 48 1,008—1,440		
Binding ..	9 of 60 1,200—1,650	9 of 48 960—1,320		
Composing Machinery ..	10 of 45 1,200—1,650	10 of 36 960—1,320		
Machine ..	10 of 45 2,100—3,000	10 of 36 1,800—2,568		
Clerks : Class I. ..	9 of 100	12 of 64		

Class II.	..	..	1,320—1,920	1,056—1,536	1,200—1,560	1,296—1,620
			8 of 75	8 of 60	6 of 60	9 of 36
Class III.	..	..	540—1,260	480—1,080	480—1,200	480—1,260
			20 of 36	20 of 30	24 of 30	26 of 30
			(E.B.B. before 756 and 1,008)		(E.B.B. before 660, 840, and 1,020)	(E.B. before 900)
Readers	..	1 at	2,250—3,000	1,800—2,400	1,800—2,400	1,500—2,280
			10 of 75	10 of 60	10 of 60	13 of 60
		1 at	1,140—1,440	912—1,152	912—1,152	960—1,320
			5 of 60	5 of 48	5 of 48	10 of 36
Working Staff:						
Division A.	..	..	780—1,140	624—912	} Further recruitment to be on daily pay	
			12 of 30	12 of 24		
Division B.	..	..	(E. B. before 960) 600—990	480—792		
			13 of 30	13 of 24		
Division C.	..	..	(E. B. before 780) 510—690	408—552		
			9 of 20	9 of 16		
			(E. B. before 610)			

Head 29.—Department of Income Tax, Estate Duty and Stamps.

Commissioner	..	..	£1,950	18,000	18,000—19,800	18,000
					(c) 2 of 900	
Assistant Commissioners	..	1 at	£1,300	12,600	10,800—15,000	9,480—13,800
		2 at	£1,050—1,300	9,600—12,600	7 of 600	12 of 360
			5 of 50	10 of 300		

(a) Agreement salary for Overseas Officers.

(b) *Vide* paragraph 208 of Seasonal Paper VIII. of 1934.

(c) The salary provided in the 1938-39 Estimates is £1,600—50—1,750 (Class I., Grade I., C.C.S. scale). The post is however filled by a member of the C.C.S. who has been seconded to it on a special scale of £1,400—50—1,750.

Head 29.—Department of Income Tax, Estate Duty and Stamps—contd.

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Administrative Secretary ..	£760—1,000	Class II., Grade II., C. C. S.	Class II., C.C.S.	This post is to be abolished.
Assessors ..	6 of 40 9,480—10,560 1 at 2 of 540 7,600—12,720 6 at 2 of 400, 8 of 540 5,200—5,740 2 at 2 of 270 9 at During the proba- tionary period of 2 years : 2,700 On confirmation : 4,000—8,000 8 of 250, 5 of 400 (E.B. before 6,000) 1 at 2,400—6,000 20 of 180	6,000—9,000 12 of 250 2,400—6,000 20 of 180	6,900—10,200 11 of 300 During the probationary period of 2 years : 2,700 On confirmation : 3,600—6,900 11 of 300 (E.B. before 5,400)	6,240—8,640 10 of 240 While on probation : 2,400—3,000 5 of 120 On confirmation : 3,300—6,000, 15 of 180 (E.B. before 4,560)
Assistant Assessors and Probationers ..	8 of 250, 5 of 400 (E.B. before 6,000) 1 at 2,400—6,000 20 of 180	2,400—6,000 20 of 180	11 of 300 (E.B. before 5,400)	15 of 180 (E.B. before 4,560)
Gujarati Accounts Clerk ..	—	—	1,260—2,448 (a) 11 of 108	960—2,340 23 of 60 (E.B. before 1,740)
Stamp Impressor and Vendor ..	1,500—2,460 8 of 120 690—870	1,260—2,124 8 of 108 570—690	1,260—2,124 8 of 108 570—720	960—1,800 14 of 60 480—1,320
Stamp Counter ..	4 of 45	4 of 30	5 of 30	(b) 28 of 30 (E.B. before 900)

Head 30.—Customs.

	1 at 420—600			
Assistant Collectors ..	6 of 30 1 at 6,000—8,000 5 of 400	4,500—6,600 6 of 350	4,500—6,600 6 of 350	3,600—6,000 8 of 300
Customs Clerical Service :				<i>Class I. :</i>
Special Class—				Special Grade—
Chief Clerk ..	5,500	4,200	4,200	1 at 3,960
Chief Statistical Clerk ..	4,200	3,300	3,600	1 at 3,600
Class I. ..	2,880—3,600 4 of 180	2,304—2,844 5 of 108 (Promotion to Class I. by Merit)	2,460—3,000 5 of 108	1 at 3,360 2,340—3,180
Class II. ..	600—2,760 8 of 90 and 12 of 120 (E.B.B. before 1,440 and 2,160)	480—2,208 8 of 72 and 12 of 96 (E.B.B. at Rs. 1,056 and 1,632)	576—2,352 8 of 90, 11 of 96 (E.B.B. before Rs. 1,392 and 1,968)	Grade I .. 10 of 84 900—2,280
Tide Surveyors and Lockers :				Grade II .. 10 of 48, 15 of 60 E.B. before Rs. 1,560)
Grade I. ..	720—1,080 8 of 45 510—660 5 of 30	600—900 10 of 30 420—570 5 of 30	678—1,038 10 of 36 480—630 5 of 30	<i>Class II. :</i> Grade I .. 9 of 36 480—1,260
<i>Appraising Department.</i>				Grade II .. 26 of 30 (E.B. before Rs. 900) 630—900
First Appraiser ..	5,400—5,800 2 of 200	4,200—5,800 8 of 200	4,800—5,700 5 of 180	9 of 30 456—600
Second Appraiser ..	5,000—5,400	3,900—4,200	4,020—4,560	6 of 24
Postal Appraiser ..	2 of 200	2 of 150	3 of 180	4,200—5,100
				5 of 180 3,660—4,020
				3 of 120

(a) New post created in 1935-1936.

(b) For a Stamp Clerk.

Head 80.—Customs—*contd.*

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Assistant Appraisers ..	<p>1,800—3,000</p> <p>10 of 120 (Two years on 3,000, E. BB. before 2,400 and 3,120)</p> <p>3,120—4,200</p> <p>9 of 120 (Three years on 4,200 E. B before 3,840)</p> <p>4,400—4,800</p> <p>2 of 200</p>	<p>1,440—3,840</p> <p>20 of 120 (E. BB. between 7th and 8th and 15th and 16th years)</p>	<p>1,560—3,840</p> <p>20 of 96, 2 of 180 E. BB. before 2,040, 2,520, and 3,384. Two years on 2,424 and three years on 3,384)</p>	<p>Grade I. 2,640—3,540</p> <p>10 of 90 (E. B. before Rs. 3,000)</p> <p>1,200—2,520</p> <p>Grade II. 22 of 60 (Two years' halts on 1,500 and 1,800. E.B. before 1,660)</p>
<i>Baggage Office Staff.</i>				
Charges Officer ..	<p>5,000—6,000</p> <p>4 of 250 4,000—5,000</p>	<p>3,900—4,500</p> <p>4 of 150 3,300—3,900</p>	<p>4,200—4,740</p> <p>3 of 180 3,300—4,020</p>	<p>3,840—4,200</p> <p>2 of 180 2,580—3,660</p>
Chief Assistant Charges Officer ..	<p>4 of 250 2,400—3,600</p>	<p>4 of 150 1,920—2,844</p>	<p>4 of 180 1,944—3,000</p>	<p>9 of 120 1,440—2,400</p>
Assistant Charges Officers ..	<p>10 of 120</p>	<p>4 of 96, 5 of 108</p>	<p>11 of 96</p>	<p>16 of 60 (E. B. before 2,040)</p>
<i>Preventive Service.</i>				
Preventive Officer ..	<p>4,500—6,000</p> <p>6 of 250 3,550—4,000</p>	<p>3,600—4,800</p> <p>6 of 200 2,840—3,200</p>	<p>3,660—4,740</p> <p>6 of 180 3,012—3,372</p>	<p>3,480—4,200</p> <p>4 of 180 3,120—3,364</p>
Chief Assistant Preventive Officer ..	<p>3 of 150 (biennial)</p>	<p>4 of 90</p>	<p>3 of 120</p>	<p>2 of 120</p>

Assistant Preventive Officers	<u>1,200—2,400</u> 10 of 120 (Three years on 2,400. E. B. before 2,280) <u>2,520—3,480</u> 8 of 120 (E. B. before 2,760)	<u>960—2,784</u> 19 of 96	<u>1,092—2,916</u> 19 of 96 (E. BB. before 1,956, 2,436. Three years on 1,956 and 2,820)	Grade I. <u>2,460—3,000</u> 6 of 90 (E. B. before 2,820) 1,080—2,400 Grade II. <u>22 of 60</u> (Two years halts on 1,380 and 1,680. E. B. before 1,740)
<i>Shipping Office.</i>				
Shipping Master ..	<u>4,500—6,000</u> 6 of 250 (E. B. before 4,750)	<u>3,600—4,800</u> 6 of 200	<u>3,660—4,740</u> 6 of 180 (E. B. before Rs. 3,840)	<u>3,450—4,200</u> 5 of 150
Assistant Shipping Master	<u>3,000—4,260</u> 7 of 180	<u>2,568—3,528</u> 8 of 120	<u>2,580—3,540</u> 8 of 120	<u>2,040—3,300</u> 21 of 60 (E. B. before 2,700)
<i>Minor Staff.</i>				
Tide Waiters ..	<u>240—420</u> 15 of 12 420—600	<u>240—408</u> 14 of 12 360—480	<u>240—408</u> 14 of 12 360—480	<u>240—420</u> 15 of 12 360—480
Telephone Operators ..	<u>12 of 15</u>	<u>10 of 12</u>	<u>10 of 12</u> <u>480—600</u>	<u>10 of 12</u> <u>480—600</u>
Driver for Motor Van ..	—	—	<u>5 of 24</u>	<u>5 of 24</u>
<i>Crew for Trincomalee Launch.</i>				
Driver ..	720	900	720	720
Succany ..	624	480	624	540

Head 33.—Provincial Administration.

Chief Headmen ..	<u>2,400—3,600</u> 2 of 600 (quinquennial)	<u>1,800—2,880</u> 5 of 216 (biennial)	<u>2,400—3,600</u> 2 of 600 (quinquennial)	This grade is to be replaced by a new grade of Divi- sional Revenue Officers.
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Head 33.—Provincial Administration—*contd.*

	Non-new Entrant Scales.		Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.		Rs.	Rs.	Rs. o.
Divisional Revenue Officers ..	—	—	(a)	Probationer in training : 1,800 Probationer on passing examination : 2,100 On appointment : 3,000—6,000 <hr/> 15 of 200 (E.BB. before 4,200 and 5,200)	No change— <i>vide</i> paragraph 418
Muhandirams and Headmen of similar grade ..	1,200	960		1,200	Post to be abolished 1,200—1,800
Chena Surveyor Muhandirams (b) ..					
Chena Surveyors (b) ..					
Clerks to Vidane Arachchis (W.P.) ..	420—600	360—480		360—480	10 of 60 This grade is to be gradually abolished
	12 of 15	10 of 12		10 of 12	
Telephone Clerk ..	420—600	360—480		360—480	360—480
Clerks for Vanniyas ..	12 of 15	10 of 12		10 of 12	10 of 12
	600	480		—	This grade is to be abolished
Vidane Arachchis, Korales, and Headmen of similar status ..	45 to 30 per month	30 per month		A revised scheme of al- lowances for Minor Head men was approved by the Ministry of Home Affairs in the year 1932. The allowances range from 45 rupees to 5 rupees per mensem. No change in this scheme is proposed	Grade I. : 35 to 50
Police Vidanes and Headmen of similar grades ..	30 to 5 per month	A reduced allowance of not more than 12.50 per month to be graded down to 5 per month			Grade II. : 25 to 35
	£1,400—1,550		Head 34.—Excise Department.		
Excise Commissioner ..	3 of 50 (C. C. S., Class I.)	C. C. S.		C. C. S.	(d) C. C. S. 15,000

Deputy Commissioner ..	9,200—12,000 7 of 400 4500—700	—	(e) 9,000—12,000 8 of 375 6,300—8,400	8,400—10,920 7 of 360 6,120—7,800
Assistant Commissioners of Excise ..	5 of 40 3,400—6,000	8 of 300 3,000—4,800	(e) 7 of 300	7 of 240
Superintendents of Excise ..	13 of 200 (E. BB. before 4,400 and 5,400)	12 of 150	In training : 2,700 On appointment :	On probation : 2,400 On confirmation :
			3,200—6,000	3,120—6,000
			14 of 200 (E. BB. before 4,400 and 5,400)	16 of 180 (E. B. before 4,560)
Inspectors ..	900—3,300 10 of 150, 5 of 180 (E. BB. before 1,650 and 2,580)	720—2,640 16 of 120 (E. BB. at the 6th and 11th years with 2 years' halts at 6th, and 3 years' halts at 11th years)	960—3,000 5 of 120, 5 of 144, 4 of 180 (E. BB. before 1,560 and 2,280; 2 years' halts on 1,560 and 3 years' halts on 2,280. Waiting periods may be reduced as a reward for unusual merit)	720—2,820 9 of 60, 10 of 84, 8 of 90 (2 years' halts on 1,260 and 2,100; E. BB. before 1,344 and 2,180. Halt periods may be reduced to one year as a reward for unusual merit)
Sergeants ..	600—750 5 of 30 360—480	480—600 8 of 15 360—420	480—600 8 of 15 360—480	480—600 10 of 12 360—480
Excise Guards ..	10 of 12	10 of 6	10 of 12	10 of 12
Female Guards ..	720—1,320	600—900	(f) 360 600—900	360 Posts to be suppressed
Motor Lorry Drivers ..	10 of 60	10 of 30	10 of 30	

(a) New scheme accepted by the State Council in February, 1938.

(b) The salary of these posts was increased to Rs. 1,200—60—1,800 with effect from October 1, 1937.

(c) These are the scales proposed in a new scheme sanctioned by the State Council on February 16, 1938, for recruiting a better type of Village Headman.

(d) This salary is for a Departmental Officer if such an officer is appointed as Excise Commissioner.

(e) These scales were later increased to Rs. 10,440—480 & 240—15,000 and Rs. 6,600—420—9,600 respectively for the non-new entrant officers who received promotion to these posts.

(f) New posts—Vide Estimates, 1937—38.

Head 85.—Police.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Inspector-General of Police ..	£1,400—1,550	13,200—15,600	16,200—17,400	15,000
	3 of 50	3 of 800	2 of 600	
Deputy Inspectors-General of Police ..	£1,000—1,200	9,600—12,000	12,600—15,000	10,560—13,800
	(a) 4 of 50	6 of 400	4 of 600	9 of 360
Superintendents : Garde I. ..	£880—1,000	6,600—9,600	9,000—12,000	8,040—10,200
	(a) 6 of 20			
	Efficiency Bar £720—840			
Grade II. ..	(a) 1 of 40, 4 of 20	10 of 300	8 of 375 (E.B. before 10,800)	6 of 360 (E.B. before 9,840)
	Efficiency Bar			
Assistant Superintendents ..	£460—680	Grade I. : 5,600—6,400	4,800—8,400	3,960—7,800
	(a) 1 of 40, 2 of 20, 1 of 40	4 of 200		
	5 of 20 (E.B. before 580)	Grade II. : 4,200—5,400		
	Efficiency Bar	6 of 200	12 of 300 (E.B. before 6,900)	16 of 240 (E.B. before 5,400)
			Efficiency Bar	Efficiency Bar
Probationers (passed) ..	(a) £410	3,600	4,200	3,600
	Efficiency Bar		Efficiency Bar	Efficiency Bar
Probationers (in training) ..	(a) £360	3,000	4,000	3,000
Chief Inspectors ..	4,500—5,000	3,600—4,000	4,500	3,600—4,080
	5 of 100	5 of 80		4 of 120
	4,000—4,300	3,200—3,440	3,900—4,200	3,070—3,360
Inspectors : Class I. ..	3 of 100	3 of 80	3 of 100	3 of 96
	Efficiency Bar		Efficiency Bar	Efficiency Bar
	3,500—3,800	2,800—3,040	3,500—3,800	2,688—2,976
Class II. ..	3 of 100	3 of 80	3 of 100	3 of 96
	Efficiency Bar		Efficiency Bar	Efficiency Bar

Class III.	3,000—3,300	2,400—2,640	3,000—3,300	2,304—2,592
	3 of 100	3 of 80	3 of 100	3 of 96
Class IV. . .	Efficiency Bar 2,500—2,800	2,000—2,240	Efficiency Bar 2,500—2,800	Efficiency Bar 1,968—2,220
	3 of 100	3 of 80	3 of 100	3 of 84
Sub-Inspectors : Class I.	Efficiency Bar 2,000—2,300	1,600—1,840	Efficiency Bar 2,000—2,300	Efficiency Bar 1,668—1,884
	3 of 100	3 of 80	3 of 100	3 of 72
Class II.	Efficiency Bar 1,700—1,800	1,360—1,520	Efficiency Bar 1,700—1,800	Efficiency Bar 1,380—1,596
	1 of 100	2 of 80	1 of 100	3 of 72
Class III.	Efficiency Bar 1,600	Class III. { 1,200 960 840	Efficiency Bar Class III. 1,600	Efficiency Bar 1,260
Class IV.	1,400		Class IV. 1,300	1,080
Class V.	1,200		Class V. 1,000	900
Sergeants-Major	1,140		1,080	960
Sergeants : Class I., Grade I.	1,080		600—960	900
Grade II.	960	6 of 60	840	
Grade III.	840		780	
Class II., Grade I.	720	6 of 60	Efficiency Bar	
Grade II.	680		696	
Grade III.	600		648	
Constables : Merit Class A	600	324—540	Non-new entrant scales	600
Merit Class B	564			
Merit Class C	Grade I. 552			
Long Service Class	Grade II. 540			
	Grade I. 528			
	Grade II. 516	12 and 24	Existing scales.	
	Grade III. 504			
Class I., Grade I.	Grade IV. 492			
Grade II.	Grade V. 480			
Grade III.	468			
Grade IV.	456			
Grade V.	444			
Class II., Grade I.	432			
Grade II.	420			
Grade III.	408			
	396			
	384			

(a) These scales were increased with effect from October 1, 1935, to £1,050—50—1,300; £1,020—1 of 40—1,060; £780—30 and 40—970; £480—40, 30, and 20—750; £430 and £380, respectively.

Head 85.—Police—contd.

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	Non-new Entrant Scales.		Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.		
	Rs.		Rs.	Rs.	Rs.		
Class III. : Grade I. ..	360	}	324—540	Non-new entrant scales.	Existing scales.		
Grade II. ..	348		12 and 24		480—1,200	480—1,260	
Grade III. ..	324				24 of 30	26 of 30 (E.B. before 900)	
Female Clerk ..	—		—	—	These posts are to be filled in future by Sub-Inspectors		
Lecturers, Police Training School ..	720—2,400		560—1,800	—	These posts will in future be filled by constables		
	8 of 60, 10 of 120 (E.B.B. before 1,320 and 1,920)		19 of 60	—	Vide paragraph 457 420		
Motor Launch Drivers ..	{ 1 at 1,020 1 at 960 1 at 2 per diem	}	900	—			
Magazinekeeper, Kurunegala Matron for House of Detention ..	450		420	420			
Head 86.—Prisons.							
Inspector-General of Prisons ..	12,000		9,600—12,600	12,000—15,600	10,560—13,800		
Superintendents of Prison ..	1 at £650—£800		5 of 600 6,600—8,100	6 of 600 7,800—10,200	9 of 360 <i>Superintendents :</i>		
Superintendent of Training School for Youthful Offenders ..	3 at £400—650		6 of 250 4,200—6,000	8 of 300 (E.B. before Rs. 9,300) 4,200—7,500	Grade I. : 7,560—9,000 6 of 240 Grade II. : 3,300—7,260 22 of 180 (E.B.B. before 4,560 and 6,180)		
	10 of 25		12 of 150	10 of 240 and 3 of 300 Two years on 4,200 (E.B.B. before 5,160 and 6,360)	Assistant Superintendents : 3,000		
Probationary Superintendent ..	—		—	{ 1st year 2,400 } (a) 2nd year 3,000	Probationers : 2,400		
House Master in Training as Assistant Superintendent of Training School for Youthful Offenders ..	—		—	{ 1st year 2,400 2nd year 3,000 Thereafter 4,200—7,500			
				10 of 240, 3 of 300			

Jailers : Class I. ..	2,400—3,600	2,400—3,600	2,400—3,600	2,040—3,000
	8 of 150	8 of 150	10 of 120 (E.B. before 3,000)	10 of 96 (E.B. before 2,520)
Class II. ..	1,260—2,100	1,260—2,100	1,260—2,100	720—1,920
	8 of 105	8 of 105	10 of 84 (E.B. before 1,680)	25 of 48 (E.B. before 1,440)
House Master ..	2,400—3,600	2,400—3,600	2,400—3,600	2,040—3,000
	8 of 150	8 of 150	10 of 120 (E.B. before 3,000)	10 of 96 (E.B. before 2,520)
Assistant House Masters ..	1,260—2,100	1,260—2,100	1,260—2,100	720—1,920
	8 of 105	8 of 105	10 of 84	25 of 48 (E.B. before 1,440)
Head Overseers ..	720—1,200	720—1,200	720—1,200	} Overseers : 570—840
	6 of 80	6 of 80	6 of 80	
Overseers ..	570—690	570—690	570—690	} Sub-Overseers : Class I. : 480 Class II. : 420
	2 of 60	2 of 60	2 of 60	
Sub-Overseers :				
Class I. ..	540	540	540	
Class II. ..	480	480	480	
Class III. ..	420	420	420	
Guards :				
Class I. ..	390	390	390	} Class I. 360 Class II. 330
Class II. ..	360	360	360	
Class III. ..	330	330	330	
Executioners ..	(1 at 840 1 at 504	720 480	840 504	840 504
Superintendent, Prison Industries ..	—	—	4,200—7,500	2,460—4,800
			(a) 10 of 240, 3 of 300	6 of 90, 12 of 150 (E. B before 3,450)

(a) *Vide* Sessional Paper XXVIII. of 1935.

Head 37.—Government Analyst.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs. £900—1,200 6 of 50 £500—960	Rs. 9,000—12,000 5 of 600 4,800—8,400	Rs. 10,800—14,400 6 of 600 5,640—9,240	Rs. 9,120—12,000 8 of 360 6,240—8,400
Analyst				
Deputy Analyst	2 of 30, 1 of 40, 12 of 30 (E. BB. before £720 and £870. £800 on complet- ing 30 years of age)	10 of 360	10 of 360 (E. B. before 7,800) 7,200—9,600 (a)	9 of 240 (E. B. before 7,200)
Assistant Analysts	4,500—7,500 10 of 300 (E. B. before 6,300)	3,600—4,800 10 of 120	5 of 480 3,840—5,280 6 of 240 3,600—6,000 (a)	2,400—6,000 6 of 120, 16 of 180 (E. BB. before 3,300 and 4,560)
Probationers	—	—	10 of 240 (a) 1,800 for a period of 2 years 960—3,600	1st year: 1,200 p.a. 2nd year: 1,800 p.a.
Sub-Assistants	1,200—4,600 17 of 200 (E. BB. before 1,800 and 2,800) 960—3,600 1 at 22 of 120	960—3,600 22 of 120	22 of 120 (E. BB. before 1,680, 2,520, and 3,120)	No recommendation made as this grade will gradually cease to exist
Head 38.—Zoological Gardens.				
Superintendent	—	—	1,800 (b)	No change
Cashier	—	—	510 (b)	do.
Overseer	—	—	360 (b)	do.
Animal-keepers	—	—	1 at 360 (b) 7 at 270 (b) 1 at 240 (b)	do. do. do.
Head Gardener	—	—	480 (b)	To be suppressed
Gardener	—	—	240 (b)	No change
Carpenter	—	—	360 (b)	do.
Water Labourer	—	—	240 (b)	do.
Ticket Collector	—	—	270 (b)	To be suppressed

29 J. N. 2035 (9/39)	Messenger	—	—	240 (b)	No change
	Night Watcher	—	—	240 (b)	do.
	Cook	—	—	216 (b)	do.
	Guide	—	—	120 (b)	do.
Head 40.—Commissioner for Development of Agricultural Marketing.					
Assistant Commissioner	—	—	2,700—3,600—6,000	} Suppression of the post has been recommended.	
Senior Marketing Officer	—	—	10 of 240 1,680—2,640		
Marketing Officers and Managers	—	—	10 of 96 864—1,584		
Depôt Managers	—	—	4 of 60 and 5 of 96		
Motor Car Drivers	—	—	864 p.a. (c) 576—720		
			6 of 24		
Head 42.—Land Commissioner.					
Deeds Assistant	2,880—4,560	—	2,880—4,560	} 3,120—6,000	
	5 of 120 & 6 of 180		5 of 120 & 6 of 180 3,960—6,480		
			6 of 180 & 6 of 240	16 of 180 (E.B. before 4,560)	
Head 43.—Land Settlement Department.					
Assistant Settlement Officers (Departmental)	—(f)	—(f)	—(f)	} (g)	
			3,600 4,200—12,480		
			6 of 300, 11 of 360, 6 of 420 (E.B. before 5,700, 7,800, and 10,380)		
				2,700 3,600—10,200	
				20 of 240 and 5 of 360 (E.B. before 4,560, 7,200 and 8,760)	

(a) Vide paragraph 171 of Sessional Paper XXVIII. of 1935.
 (b) New posts on a temporary basis—Vide 1937-38 Estimates.
 (c) New post—Vide 1935-36 Estimates.
 (d) New post—Vide 1936-37 Estimates.

(e) Salary increased to this scale as from October 1, 1937.
 (f) Up to July 1, 1937, all posts in this grade were filled by officers of the C.C.S.
 (g) Salary scale fixed for officers selected by direct recruitment under the scheme which came into force on July 1, 1937.

Head 43.—Land Settlement Department—*contd.*

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.	
	Rs.	Rs.	Rs.	Rs.	
Draughtsmen : Special Class ..	4,500	—	3,600	<i>Class I. :</i> Special Grade 3,600 Grade I. 2,340—3,180 Grade II. 10 of 84 900—2,280 10 of 48 and 15 of 60 (E.B. before 1,560) <i>Class II. :</i> Grade I. 1,296—1,620 Grade II. 9 of 36 480—1,260 28 of 30 (E.B. before 900) 360—480 10 of 12	
Class I. ..	3,000—4,080	—	2,568—3,408		
Class II. ..	9 of 120 900—2,820	—	7 of 120 720—2,448		
	16 of 120 (2 years' halts on 1,500 and 2,100. E.B.B. be- fore 1,620 and 2,220)	—	16 of 108 (2 years' halts on 1,260 and and 1,800. E.B.B. before 1,368 and 1,908)		
Process Writer ..	420—600	360—480	360—480		
	12 of 15	10 of 12	10 of 12		
Head 44.—Survey Department.					
Surveyor-General ..	£1,400—1,550	13,200—15,600	16,200—17,400		15,000
	3 of 50	3 of 800	2 of 600.		10,560—13,800
Deputy Surveyor-General ..	£1,150—1,300	9,600—12,600	13,800—15,600		9 of 360
	3 of 50	5 of 600	3 of 600	Post to be abolished	
Assistant Surveyor-General ..	£920—1,100	9,000—12,000	11,280—13,200	8,760—10,200	
	4 of 40 and 1 of 20	5 of 600	4 of 480	4 of 360	
Superintendents of Surveys ..	£840—1,040	8,100—9,600	10,080—12,480		
	5 of 40	5 of 300	5 of 480 (E.B. before 12,000)		

Head 44.—Survey Department—contd.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Head Mechanic	2,520—3,420 6 of 150	2,040—2,760 6 of 120	2,160—3,000 7 of 120	1,500—2,400 15 of 60
Assistant Mechanic	1,680—2,160 5 of 96	1,344—1,704 5 of 72	1,200—1,800 10 of 60.	Grade I.: 960—1,440 16 of 30
Assistant Mechanics	1,448—2,160 7 of 96	1,200—1,704 7 of 72		
	540—1,380 4 at	480—1,128 4 at		
	780—1,380 21 of 40	660—1,128 18 of 36		
Assistant Storeman	630—1,050 10 of 30, 5 of 60	510—870 13 of 36	510—870 15 of 24	Post to be abolished 492—780 1 at 16 of 18 360—480 Others at 10 of 12 492—780 1 at 16 of 18 360—480 Others at 10 of 12 360—480 10 of 12
Carpenters	360—600 14 of 30 3 at	360—480 15 of 24 3 at	360—480 15 of 24 3 at	
	10 of 24 1 at	10 of 12 1 at	10 of 12 1 at	
Tent Repairers	360—1,050 23 of 30	360—840 20 of 24	360—840 20 of 24	
Map-mounters and Bookbinders	420—600 12 of 15	360—480 10 of 12	360—480 10 of 12	
Superintendent	£840—1,040 5 of 40	Observatory. 7,500—9,000 5 of 300	10,320—13,200 6 of 480	8,760—11,280 7 of 360
Assistant Superintendent	£450—810 2 of 25, 2 of 30, 1 of 40, and 7 of 30	4,200—7,200 10 of 300	6,480—9,720 9 of 360 (E. B. before 8,280)	6,240—8,400 9 of 240

Senior Technical Assistants	£300—810 8 of 25, 2 of 30, 1 of 40, and 7 of 30	3,000—6,600 15 of 240	3,960—5,040 6 of 180 Efficiency Bar 5,400—8,400	3,480—4,320 7 of 120 Efficiency Bar 4,560—7,200
Junior Technical Assistants	2,880—4,440 13 of 120 4,600—6,000 7 of 200	1,800—3,000 10 of 120	10 of 300 2,400—3,840 12 of 120 Efficiency Bar 3,960—5,040 6 of 180	8 of 180 and 5 of 240 1,740—3,360 16 of 90 Efficiency Bar 3,480—4,320 7 of 120 900—2,280
Observers	—	—	—	10 of 48 & 15 of 60 (E. B. before 1,560)
Half-tone and Turner Workers	780—1,380 20 of 30	660—1,128 19 of 24 & 1 of 12	660—1,128 19 of 24 & 1 of 12	600—960 20 of 18 360—480
Process hands Litho Printers and Machine Minders	360—1,050 23 of 30	360—840 20 of 24	360—840 20 of 24	Grade II. 10 of 12 492—780 Grade I. 16 of 18
Head 45.—Agricultural Department.				
Director	£1,400—1,550 3 of 50	13,200—15,600 3 of 800	16,200—17,400 2 of 600 13,200—15,600 (a)	15,000 10,560—12,720
Deputy Director (Agriculture)	—	—	4 of 600 7,600—9,600 (b)	6 of 360
Deputy Director (Animal Husbandry) and Government Veterinary Surgeon..	£700—850 (b) 5 of 30	7,200—8,500 (b) 5 of 260	5 of 400 £1,000—1,200 (c) 4 of 50	10,560—12,720 6 of 360

(a) Post created with effect from October 1, 1935—*Vide* Sessional Paper XXVIII. of 1935.

(b) Salary scale of the post of Government Veterinary Surgeon prior to the amalgamation of the Agricultural and Veterinary Departments.

(c) This is the increased scale on which the Head of the Veterinary Department was placed on October 1, 1936, from which date he became Deputy Director (Animal Husbandry) and Government Veterinary Surgeon consequent on the amalgamation of the two Departments.

Head 45.—Agricultural Department.—contd.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Entomologist		9,600—12,000 4 of 600		Selection Grade Posts : 9,840—12,000 6 of 360 Research Staff Officers : Chief Plant Protection Officer (a) Entomological Assistant(b) Pathological Assistant(b) Botanist 3,300—6,000 Assistant Bot- anist 15 of 180 Chemist (E.B. before 4,560) Paddy Officer Efficiency Veterinary Bar Research 6,240—9,600 Officer Principal, Farm School 14 of 240 Agricultural (E.B. before Officer, Pro- 8,400) paganda Curator, R. B. G. Tobacco Officer Assistant Curator, R. B. G.(b) Research Probationers : 2,400—3,000 5 of 120
Plant Pathologist	Selection Grade Posts : £1,000—1,200		Selection Grade Posts : 12,000—14,400	
Agricultural Officer, Plant Pests	4 of 50		4 of 600	
Botanist	Other Posts : £500—960	4,800—8,400		
Assistant Botanist	2 of 30, 1 of 40, 1 of 30	10 of 360	Other Posts : 6,840—11,520	
Chemist	(E.B. before 720 and 870. 600 on com- pleting 30 years of age)		10 of 384, 2 of 420 (E.B. before 9,528)	
Paddy Officer				
Veterinary Research Officer				
Principal, Farm School				
Agricultural Officer, Propaganda				
Agricultural Officers, Grade I.				

Curator, Royal Botanic Gardens ..	£350—750 20 of 20 (E.B.B. before 450, 550, and 650)	4,200—6,600 12 of 200	—	<i>Agricultural Officers, Grade I. :</i> 6,240—9,600 14 of 240 (E.B. before 8,400) <i>Agricultural Officers, Grade II. :</i> (Degreed Men) 3,300—6,000 15 of 180 (E.B. before 4,560) <i>Agricultural Officers, Grade II. :</i> (Non-degreed Men) 3,150—4,800 11 of 150 (E.B. before 3,900)
Tobacco Officer ..	—	—	£840—960 4 of 30 (c)	Graduate Instructors : 2,400—3,000 5 of 120
Agricultural Officers, Grade II. ..	—	—	3,600—6,000 8 of 300 (d)	Post to be suppressed
Research Probationers ..	—	—	2,700	{ 3,150—4,800 11 of 150 (E.B. before 3,900) 2,400—4,080
Garden Probationer ..	—	—	3,200—6,000 14 of 200 (d)	
Graduate Instructors ..	—	—	2,700 2,880—3,900 (e)	12 of 200 (E.B.B. before 5,000 and 6,000)
Curator, Botanic Gardens, Hakgala ..	£350—590 20 or 12 (E.B.B. before 410, 470, and 530)	3,600—4,800 10 of 120	1 of 120 and 5 of 180 4,200—6,600	12 of 90 and 5 of 120 (E.B. before 3,600)
Demonstrators for Farm School ..	—	—	4,800 (f)	
Demonstrator in Animal Husbandry ..	—	—	4,800—6,000 4 of 300 (g)	

(a) This post should be assigned the upper segment of the scale for Research Staff Officers, viz., Rs. 6,240—240—9,600.

(b) These posts should be assigned the lower segment of the scale for Research Staff Officers, viz., Rs. 3,300—180—6,000.

(c) Salary scale for a non-Ceylonese recruited from overseas in May, 1939.

(d) Sessional Paper XXVIII. of 1935.

(e) A new grade recently created on the salary scale of Class I. Agricultural Instructors (New-entrants).

(f) Salary of Indian Officers secured from abroad on special agreement for a term of years. Posts created in 1935-36.

(g) Post created in 1938-39. The salary scale is the Pre-Sessional Paper VIII. of 1934 scale of Agricultural Instructors, Class I., Grade I.

Head 45.—Agricultural Department.—*contd.*

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
<i>Agricultural Instructors.</i>				
Class I., Grade I. ..	4,800—6,000	3,900	Special Class: 4,200 2,880—3,900	Instructor Staff (Agriculture and Animal Husbandry)— Unified Service:— Class I.— Special Grade: 3,600—4,080
	4 of 300			
Grade II. ..	Efficiency Bar 3,600—4,560	2,880—3,600	Class I. 1 of 120 & 5 of 180	4 of 120
	4 of 240	4 of 180	Class II. { 4 of 96 Efficiency Bar: 2,160—2,640	Grade I. 2,400—3,480
Class II., Grade I. ..	2,700—3,300	2,160—2,640		5 of 96	12 of 90
	5 of 120	5 of 96	864—1,104	
Grade II. ..	Efficiency Bar 2,100—2,580	1,880—2,064		Class III. { 4 of 60 Efficiency Bar 1,200—1,584
	4 of 120	4 of 96	4 of 96	
Class III., Grade I. ..	1,500—1,980	1,200—1,584		Probationers 672
	4 of 120	4 of 96	864—1,104		Grade II. 540—1,320
Grade II. ..	1,080—1,380	864—1,104		4 of 96	26 of 30 (E. B. before 960)
Probationers ..	4 of 75	4 of 60	672	
	840	672		
<i>Assistant Veterinary Surgeons, Stock Inspectors, and Farm and Dairy Managers.</i>				
Special Class ..	4,500—5,400	3,600—3,900	3,600—3,960	Probationers 510
	3 of 300	1 of 300	2 of 180	
Class I. ..	3,000—4,000	2,400—3,200	2,400—3,200	Learners: 20 during term time
	5 of 200	5 of 160	5 of 160	

Class II.	<u>1,900—2,800</u>	<u>1,500—2,280</u>	<u>1,560—2,280</u>	40 during the holidays
	6 of 150	6 of 120	6 of 120	
Class III.	<u>1,300—1,800</u>	<u>1,080—1,440</u>	<u>1,080—1,440</u>	
	5 of 100	5 of 72	5 of 72	
Class IV.	<u>900—1,200</u>	<u>720—960</u>	<u>720—960</u>	
	3 of 100	4 of 60	4 of 60	
<i>Agricultural Learners</i>	—	—	20 during term time 50 during the holidays	} (a)
Assistant Veterinary Surgeon, Polonaruwa Animal Breeding Centre ..	—	—	4,400—5,400	
	—	—	(b)	4,400—5,400 (c)
Assistant Veterinary Surgeon, Ambepussa Farm	—	—	5 of 200 3,000—4,000	5 of 200
	—	—	(b)	Post to be suppressed
Garden Assistants	—	—	5 of 200 1,500—3,300	On probation : 510
	—	—	(b)	On confirmation : 540—1,320
	—	—	15 of 120	26 of 30 (E.B. before 960) Efficiency Bar 1,356—1,680
	—	—	—	9 of 36
Foremen, Conductors, and Upper Gardeners :	<u>900—1,080</u>	<u>720—864</u>	<u>720—864</u>	<u>660—780</u>
Foremen : Grade I.	4 of 45	4 of 36	4 of 36	5 of 24
	<u>720—840</u>	<u>576—672</u>	<u>576—672</u>	<u>552—642</u>
Grade II.	4 of 30	4 of 24	4 of 24	5 of 18

(a) *Vide* Minutes of Meeting of the State Council of May 5, 1937.

(b) Posts created in 1938-39.

(c) Personal to the present holder. Future holders of the post should be members of the Instructor Staff and should be paid in addition to their salary an allowance of Rs. 300 per annum plus 10 per cent. of salary subject to a limit of Rs. 600 per annum.

Head 45.—Agricultural Department—*contd.*

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	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Conductors and Upper Gardeners ..	450—750 15 of 20 (E.BB. before 570 and 670)	408—600 16 of 12	408—600 16 of 12 (E.BB. before 480 and 540)	396—540 12 of 12 (E.B. before 480)
Gardeners ..	300—390 15 of 6	—	300—390 15 of 6	300—390 15 of 6 480—780
Draughtmen (Artists) ..	900—2,820 16 of 120 (2 years' halts on 1,500 and 2,100. E. BB. before 1,620 and 2,220)	720—2,448 16 of 108	900—2,820 16 of 120 (2 years' halts on 1,500 and 2,100. E.BB. before 1,620 and 2,220)	10 of 30 Efficiency Bar 840—1,680 14 of 60 Efficiency Bar 1,740—2,340
Storekeeper ..	(Daily-pay)	(Daily-pay)	510—870 15 of 24 420—860	10 of 60 480—840 15 of 24
Overseers ..	—	—	2 on 10 of 24 240—384 1 on 24 of 6	Existing Scales
Motor Lorry Driver ..	—	—	600(d)	
House Master, Farm School ..	—	—	—	480—600 5 of 24 1,260—2,700 15 of 96 (e)

Head 46.—Forest Department.

Conservator	£1,400—1,550 3 of 50	13,200—15,600 3 of 800	—(f) 16,200—17,400 2 of 600 (g)	} 15,000	
Deputy Conservator	£900—1,200 7 of 40 and 1 of 20	9,000—12,000 5 of 600	—(f) 12,000—14,400 4 of 600 (g)		} Section Grade Post : 1 on 9,480—12,000 (h) 7 of 360
Assistant Conservators	£500—900 10 of 25, 1 of 30, and 3 of 40 (E.B.B. before 550, 650, and 780; £600 on com- pleting 30 years of age)	4,800—8,400 10 of 360	—(f) 6,840—10,800 11 of 360 (E.B.B. before 7,560 and 9,000)		
Junior Assistant Conservators	£420—570 5 of 30	3,600—6,000 10 of 240	—(f) Degreed men : 4,200—6,360 6 of 360 Non-degreed men : 4,000—5,800 10 of 180 (E.B. before 4,900) (g)		

- (a) Scale provided in the 1938–39 Estimates with a view to placing the daily-paid Storekeeper on the fixed monthly-paid establishment.
- (b) *Vide* Estimates for 1936–37.
- (c) *Vide* Estimates for 1937–38.
- (d) Post created in 1938–39.
- (e) *Vide* paragraph 576.
- (f) Salary scales not recommended by the Select Committee—*vide* paragraph 405 of Sessional Paper VIII. of 1934.
- (g) Salary scales proposed by the Treasury after the issue of the report of the Forestry Expert, Mr. H. G. Champion (Sessional Paper VII. of 1935).
- (h) The number of selection Grade Posts should, as a temporary measure, be raised to two and maintained at that number until the officers recruited to the grade of Assistant Conservator prior to October 1, 1933, have had an opportunity of promotion to the Selection grade.

Head 46.—Forest Department—contd.

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs. 2,760—4,440	Rs. 2,208—3,552	Rs. 1,800—4,320	Rs. Forest Rangers and Foresters :—
Foresters (Technically-trained) ..	5 of 120, 6 of 180	5 of 96, 6 of 144	14 of 180	Class II. : 480—1,260 Grade II. ————— 26 of 30 (E.B. before 900) 1,296—1,620
Forest Rangers : Technically trained ..	1,080—2,640	864—2,112	} 600—2,520	Grade I. ————— 9 of 36
Non-technically trained ..	13 of 120- 660—2,400	13 of 96- 540—1,800		20 of 96	Class I. : 900—2,280. Grade II. ————— 10 of 48 and 15 of 60. (E.B. before 1,560)
	7 of 60 and 11 of 120	15 of 84		Grade I. ————— 2,340—3,600
				10 of 84, 1 of 180, and 2 of 120
				Class II. : 480—1,260 Grade II. ————— 26 of 30 (E.B. before 900) 1,296—1,620
Draughtsmen : Class I. ..	3,000—4,080	720—2,448	720—2,448	Grade I. ————— 9 of 36 900—2,280
	9 of 120	16 of 108	16 of 108	} (a)
Class II. ..	720—2,448	420—1,020	(Two year's halt on 1,260 and 1,800. E.B.B. before 1,368 and 1,908)	
	16 of 108	20 of 30		Class I. ————— 10 of 48 and 15 of 60 (E.B. before 1,560) 420—900
	650—900	520—720	600—888	} (b)
Range Assistants ..	10 of 35	10 of 18 and 1 of 20	12 of 24 (E.B. before 744)	

	650—900	520—720	600—840	492—780
Head Forest Guards ..	4 of 25 and 3 of 50 (E.B. before 750) 380—600	10 of 18 and 1 of 20	10 of 24 (E. B. before 744) 360—540	16 of 18 (E.B. before 636) 360—480
Forest Guards ..	4 of 10 and 8 of 25 (E. BB. before 425 and 525) 900—2,820	10 of 12	10 of 18 (E. BB. before 432 and 504)	10 of 12 (E. BB. before 396 and 444)
Depôt-keeper, Colombo ..	16 of 120 (Halts of 2 years on 1,500 and 2,100. E.BB. 1,620 and 2,220)	720—2,448 16 of 108	The duties of this post will in future be performed by a Ranger or Forester.	—

Head 47.—Registrar of Co-operative Societies.

Assistant Registrars : Class I., Grade I.	4,800—6,000 4 of 300 E.B. 3,600—4,560	3,900	3,000—4,260 7 of 180 E.B. 4,500—6,000	3,150—4,800 11 of 150 (E.B. before 3,900)
Grade II.	4 of 240 2,700—3,300	2,880—3,600 4 of 180 2,160—2,640	5 of 240 & 1 of 300 2,880—3,900	2,400—2,760
Inspectors : Class II., Grade I.	5 of 120 E.B. 2,100—2,580	5 of 96 1,680—2,064	Class I. 1 of 120 & 5 of 180 E.B. Class II. 1,680—2,640	Class I.: 4 of 90 Grade I. 960—2,340
Grade II.	4 of 120 1,500—1,980	4 of 96 1,200—1,584	10 of 96 E.B. Class III. 864—1,584	Grade II. 23 of 60 (E.B. before 1,740) Class II. 1,356—1,680
Class III., Grade I.	4 of 120 1,080—1,380	4 of 96 864—1,104	4 of 60 & 5 of 96	Grade I. 9 of 36 510—1,320
Grade II.	4 of 75	4 of 60		Grade II. 27 of 30 (E.B. before 860)

(a) Only technically-trained officers are eligible for appointment to these grades.

(b) *Vide* paragraph 596 of the Report.

Head 48.—Irrigation Department.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Director of Irrigation ..	£1,400—1,550	13,200—15,600	16,200—17,400	15,000
	3 of 50	3 of 800	2 of 600	
Deputy Director of Irrigation ..	£1,050—1,300	9,600—12,600	13,200—15,600	10,560—13,800
	5 of 50	5 of 600	4 of 600	9 of 360
Divisional Irrigation Engineers ..	Selection Grade: £1,100—1,200	8,400—12,000	12,000—14,400	9,840—12,000
	2 of 40, 1 of 20			
	Others: £900—1,100				9 of 400	6 of 360
Irrigation Engineers: Irrigation Engineer, Training and Research ..	5 of 40 £500—900 10 of 40 (E.B. before 700)	4,800—8,400 10 of 360	6,840—11,520 10 of 384 and 2 of 420 (E.B. before 9,528) £900—1,200	6,240—9,600 14 of 240 (E.B. before 8,400)
Chief Construction Engineer (Temporary)	—	—	40 and 20 1 at £1,000—1,200	No scales proposed for these posts as they are temporary
Construction Engineers (Temporary) ..	—	—	100 Others at £700—900	
	—	—	40 5,400—6,600	
Mechanical Foreman ..	—	—	4 of 300 Grade I. 4,200—6,360	3,300—6,000
Assistant Irrigation Engineers	4,000—7,000 16 of 180 and 1 of 120 (E.B. before 5,260 and 6,340) 3,000—4,500 10 of 150	3,000—4,500 10 of 150	6 of 360 Grade II. 4,000—5,800 10 of 180 (E.B. before 4,900)	15 of 180 (E.B. before 4,560) 3,150—4,800 11 of 150 (E.B. before 3,900)

Junior Assistant Irrigation Engineers ..	—	—	2,700—3,600 6 of 150 2,640—4,440	2,400—3,000 5 of 120 2,280—3,600
Laboratory Foreman ..	—	—	15 of 120 ^(d) 2,640—4,200	8 of 90 and 5 of 120 (E.B. before 3,000) 2,280—3,600
Senior Field Assistants: (Irrigation Inspectors) ..	2,640—4,440 15 of 120 (E.B. before 3,720)	2,040—3,600 13 of 120	13 of 120 (E.B. before 3,600) 1,200—2,520	8 of 90 and 5 of 120 (E.B. before 3,000) 660—2,160
Field Assistants (Irrigation Sub-Inspectors) ..	1,200—2,520 11 of 120 (E.B. before 1,920)	1,020—1,980 10 of 96 720—840	11 of 120 (E.B. before 1,920)	25 of 60 (E.B. before 1,560)
Irrigation Guardian (Grade I.) ..	840—960 5 of 24	5 of 24	—	{ There will be no more recruitment to this grade
Draughtsmen: Class I. ..	3,000—4,080 9 of 120	2,568—3,408 7 of 120	2,568—3,408 7 of 120	{ Class I.: 2,340—3,180 Grade I. 10 of 84 900—2,280
Class II. ..	900—2,820 16 of 120 (2 years' halts on 1,500 and 2,100; E.B.B. before 1,620 and 2,220)	720—2,448 16 of 108	720—2,448 16 of 108 (2 years' halts on 1,260 and 1,800. E.B.B. before 1,368 and 1,908)	{ Grade II. 10 of 48 and 15 of 60 (E.B. before 1,560) Class II.: 1,296—1,620 Grade I. 9 of 36 480—1,260
Cultivation Officers ..	} Officers of the former Village Tank Inspectors	—	—	{ Grade II. 28 of 30 (E.B. before 900)
Village Tank Inspectors ..		—	—	{ These officers are to be replaced by a new grade of Village Cultivation Officers.
Irrigation Overseers: (Under G. A., N. P., Jaffna) ..	—	—	480	480
Irrigation Overseers: (Under G. A., N. P., Mannar) ..	450	—	450	450

(a) The maximum of this scale was raised to £940 with effect from October 1, 1938.

(b) New posts the salaries of which have been fixed with reference to the salaries obtaining for Divisional Irrigation Engineers and Irrigation Engineers.

(c) New post—*Vide* Estimates, 1938-39.

(d) New post—*Vide* Estimates, 1937-38.

Head 48.—Irrigation Department—*contd.*

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	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Wewalekamas, Kaddu Kanganis ..	15 per month	10 per month	15 per month 600—1,200	No change 480—1,200
Village Cultivation Officers ..	—	—	10 of 36 and 5 of 48 (E.B. before 1,008) ^(a)	24 of 30 (E.B. before 900)

Head 52.—Commissioner of Local Government.

Assistant Commissioner ..	6,000—8,000 5 of 400	—	4,500—6,600 6 of 350 5,400—7,800	4,200—6,800 8 of 300 3,600—6,000
Office Assistant ..	—	—	6 of 400 12,000—18,000 ^(b)	8 of 300
Local Government Valuer ..	—	—	12 of 500 ^(c)	Amalgamated with the post of of Government Valuer, Valuation Division, Treasury 3,300—6,000
Town Planner ..	—	—	6,840—11,520 10 of 384 and 2 of 420 ^(d)	15 of 180 (E. B. before 4,560) E. B. 6,240—9,600
Superintendent, Village Works, Colombo	—	—	1,700—2,276 6 of 96 E. B. 2,520—3,600 ^(e) 6 of 180	9 of 54 E. B. 1,740—3,000 14 of 90 (E. B. before 2,460)

CEYLON SESSIONAL PAPERS, 1939.

Other Superintendents ..	—	—	<u>1,200—1,500</u> 5 of 60 E. B. <u>1,700—2,276</u> 6 of 96	<u>720—1,140</u> 10 of 42 E. B. <u>1,194—1,680</u> 9 of 54
New Valuation Department.				
Government Valuer ..	<u>10,200—15,000</u> 1 of 300 and 9 of 500 (3 years on 10,200)	<u>7,500—10,800</u> 11 of 300	<u>8,220—12,000</u> 9 of 420	Posts abolished and replaced by the post of Chief Valuer
Local Government Valuer ..	—	—	<u>12,000—18,000</u> 500 12,000—18,000	
Chief Valuer ..	—	—	<u>500</u> 12,000—18,000 500	
Assistant Valuer (General) ..	—	—	<u>4,200—7,200</u> 250 2,700—3,600	
Assistant Valuer, Rating (in training) ..	—	—	<u>300</u>	
Inspector and Temporary Inspector ..	<u>2,640—4,440</u> 15 of 120	<u>2,112—3,552</u> 16 of 90	<u>2,160—3,840</u> 14 of 120	

- (a) New Grade—*Vide* Estimates, 1938—39.
 (b) New post—*Vide* 1935—36 Estimates.
 (c) New post—*Vide* 1937—38 Estimates.
 (d) New post—*Vide* 1936—37 Estimates.
 (e) *Vide* Sessional Paper XXVIII. of 1935.
 (f) Appointment on agreement.
 (g) Salary appearing in the draft Estimates 1939—40 (Second Print).

Head 52.—Commissioner of Local Government—*contd.*

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Assistant Inspector	1,620—2,420 8 of 100	1,296—1,936 8 of 80	1,296—1,968 8 of 84	660—1,800 19 of 60
Draughtmen	900—2,820 16 of 120 (2 years' halts on 1,500 and 2,100. E.B.B. before 1,620 and 2,220)	720—2,448 16 of 108	720—2,448 16 of 108 (2 years' halts on 1,260 and 1,800. E.B.B. before 1,368 and 1,908)	Class II. : 480—1,260 Grade II. 26 of 30 (E.B. before 900) Grade I. : 1,296—1,620 9 of 36 Class I. : 900—2,230 10 of 48 and 15 of 60 (E.B. before 1,560)
Temporary Assistant Inspectors	—	—	720—2,448 108 (a)	660—1,260 10 of 60 (E.B. before Rs. 900)
Head 53.—Registrar of Motor Cars.				
Assistant Registrar of Motor Cars (Assistant Commissioner of Motor Transport)	4,000—5,800 6 of 300 E.B. 6,000—8,000 5 of 400	4,500—6,600 6 of 350	4,500—6,600 6 of 350 (b)	3,600—6,000 8 of 300
Chief Examiner of Motor Cars	—	—	3,600—6,000 16 of 150 (c)	3,300—6,000 15 of 180 (E.B. before Rs. 4,560) 1,200—2,160
Examiner of Motor Cars	2,000—2,630 7 of 90	1,600—2,104 7 of 72	1,800—2,400 10 of 60	20 of 48 (E.B.B. before 1,440, 1,680, and 1,920)

Head 54.—Salt and Mineralogy.

Salt Adviser	£900—1,200 6 of 50 ^(d)	8,400—12,000 9 of 400 ^(d)	6,000—8,400 8 of 300 ^{(d), (e)}	6,240—8,400 9 of 240 On probation : 2,400—3,000
Superintendent, Elephant Pass	3,000—6,000 10 of 300	2,400—4,800 10 of 240	2,760—5,160 10 of 240	5 of 120 On confirmation : 3,300—6,000
Superintendents, Headquarters, Hambantota, Puttalam	2,400—3,600 10 of 120 1,800—2,700	1,920—2,880 10 of 96 1,440—2,160	1,920—2,880 10 of 96 1,560—2,280	15 of 180 (E.B. before 4,560) 1,860—2,700
Assistant Superintendents	5 of 180 900—1,500	6 of 120 720—1,200	6 of 120 840—1,320	10 of 84 1,500—2,100
Inspectors	5 of 120 1,200—1,800	5 of 96 960—1,440	5 of 96 960—1,440	10 of 60
Storekeepers : Class I.	10 of 60 888—1,080	5 of 96 720—864	8 of 60 720—900	} Regraded as Inspectors and Sub-Inspectors
Class II.	4 of 48 600—792	4 of 36 480—636	5 of 36 540—690	
Class III.	4 of 48 360—600	6 of 26 360—480	5 of 30 360—540	
Constables { Hambantota Koholankala Kirinda Puttalam Chilaw }	10 of 24 (E.B. before 504)	5 of 24	10 of 18 (E.B. before 468)	

REPORT OF THE RETRENCHMENT COMMISSION.

(a) New posts—*vide* Estimates 1938-39.
 (b) The salary scale Rs. 5,400—400—7,800 appearing in the Estimates, 1938-39, is that assigned to a non-new entrant officer who received non-normal promotion.
 (c) New post—*vide* 1935-36 Estimates.
 (d) Scale of the combined post of Government Mineralogist and Salt Adviser.
 (e) The scale approved for the present Salt Adviser is $\frac{7,600-10,640}{8 \text{ of } 380}$ *vide* 1936-37 Estimates.
 (f) If the post is filled by the appointment of a person already in the Department the salary should be $\frac{2,760-5,160}{10 \text{ of } 240}$

Head 54.—Salt and Mineralogy—contd.

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	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.		
	Rs.	Rs.	Rs.	Rs.		
Inspectors: Class I. ..	—	—	960—1,440 <u>(a)</u>	960—1,440		
Class II. ..	—	—	8 of 60 720—900 <u>(a)</u>	10 of 48 720—900		
Sub-Inspectors ..	—	—	5 of 36 540—690 <u>(a)</u>	6 of 30 480—690		
Clerk and Typist (Head Office) ..	840—1,140 <u>(b)</u> 5 of 60	672—912 <u>(b)</u> 5 of 48	To be replaced by Clerk in Class III. of the General Clerical Service as and when vacancy occurs 720—960 <u>(c)</u>	To be replaced by Clerk in the General Clerical Class of the General Clerical Service as and when vacancy occurs 720—900 <u>(c)</u>		
Head Mechanic and Crane Driver (Elephant Pass)	1,080	864	5 of 48	6 of 30		
Engine Drivers (Elephant Pass and Palavi)	Some at 600—900 5 of 60	480—720 5 of 48	}	}		
	Others at 540—780 4 of 60	432—624 4 of 48			420—780 6 of 60	420—780 12 of 30
	and 420—600 3 of 60	360—480 3 of 40			600	600
Loco Driver, Elephant Pass ..	720	576	600	600		
Crane Driver, Palavi ..	720	576	480	480		
Lorry Driver, Palavi ..	600	480	864—1,260 <u>(c)</u>	600—1,140		
Mechanic (Hambantota) ..	—	—	11 of 36	18 of 30 (E.B. before 840)		
Temporary Storekeeper, Udappu ..	540	—	540(d)	480		

		Mineralogist.				
Government Mineralogist	..	$\frac{£900-1,200}{6 \text{ of } 50}^{(e)}$	$\frac{8,400-12,000}{9 \text{ of } 400}^{(e)}$	{ $\frac{6,000-8,400}{8 \text{ of } 300 \text{ } 12,000}^{(f)}$ }	On proba- tion:	$\frac{2,400-3,000}{5 \text{ of } 120}$ $\frac{3,300-6,000}{15 \text{ of } 180}$ (E.B. before 4,560)
					On appoint- ment:	Efficiency Bar $\frac{6,240-9,600}{14 \text{ of } 240}$ (E.B. before 8,400)
Inspector of Mines	..	$\frac{4,000-7,000}{16 \text{ of } 180 \text{ \& } 1 \text{ of } 120}$	—	{ $\frac{4,000-5,800}{10 \text{ of } 180}$ (E.B. before 4,900) $\frac{2,700-5,800}{6 \text{ of } 150 \text{ \& } 10 \text{ of } 180}$ (E.B. before 4,000) $\frac{2,400-3,000}{5 \text{ of } 120}^{(h)}$ }	On proba- tion:	$\frac{2,400-3,000}{5 \text{ of } 120}$
					On appoint- ment:	$\frac{3,300-6,000}{15 \text{ of } 180}$ (E.B. before 4,560) $\frac{2,400-3,000}{5 \text{ of } 120}$
Field Assistant Geologists	..	—	—			

(a) Scheme approved in December, 1936.

(b) The present holder of the post is on a scale of $\frac{840-1,200}{60 \text{ and } 30}$ vide 1937-38 Estimates.

(c) New post—Vide 1937-38 Estimates.

(d) Salary appearing in the Estimates, 1938-39.

(e) Scale of the post of Government Mineralogist and Salt Adviser.

(f) This is the salary provided for in the 1938-39 Estimates for a separate post of Government Mineralogist filled by an Overseas Officer on agreement for a term of years.

(g) This is the scale appearing in the 1938-39 Estimates for a Ceylonese Officer to be trained for the post.

(h) New posts created in 1939-40.

Head 54.—Salt and Mineralogy—*contd.*

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Draughtaman	—	—	$\frac{900-2,320}{16 \text{ of } 120} \text{ (a)}$	Class I. $\frac{900-2,280}{10 \text{ of } 48 \text{ \& } 15 \text{ of } 60}$ (E.B. before 1,560) Class II: * Grade I. $\frac{1,296-1,620}{9 \text{ of } 36}$ Grade II. $\frac{480-1,260}{26 \text{ of } 30}$ (E.B. before 900)
Head 55.—Fisheries Department. (b)				
Director of Fisheries	—	—	$\left. \begin{array}{l} \frac{£900-1,200}{6 \text{ of } 50} \\ \text{or} \\ \frac{10,800-14,400}{6 \text{ of } 600} \end{array} \right\} \text{ (c)}$	$\frac{9,120-12,000}{8 \text{ of } 360}$
Assistant Director of Fisheries	—	—	$\left. \begin{array}{l} \frac{6,000-9,000}{10 \text{ of } 300} \end{array} \right\} \text{ (c)}$	$\frac{4,560-6,000}{8 \text{ of } 180}$ Efficiency Bar $\frac{6,240-8,400}{9 \text{ of } 240}$
Probationary Assistant Naturalist Probationary Biochemist	—	—	$\left. \begin{array}{l} \frac{2,700/3,200-6,000}{14 \text{ of } 200} \end{array} \right\} \text{ (c)}$	On probation: $\frac{2,400-3,000}{5 \text{ of } 120}$ On appointment: $\frac{3,300-6,000}{15 \text{ of } 180}$ (E.B. before 4,560)

Fishery Inspectors)	—	—	864—1,104 4 of 60 (Efficiency Bar) 1,200—1,584	(c)	510—1,320
Fish Curing Officer)	—	—			27 of 30 (E. B. before 1960)
	840—1,200	672—960	4 of 96 672—960		672—960
Storekeeper	10 of 36	12 of 24	12 of 24 600—750		12 of 24 438—600
Collectors :			(c)		
Senior post	—	—	10 of 15 300—480		9 of 18 300—420
Junior post	—	—	(c)		
			15 of 12		10 of 12 4,560—6,000
<i>Officers and Crew of Research Vessel.</i>					
Marine Superintendent and Hydrographer	—	—	(c)		8 of 180 Efficiency Bar 6,240—8,400
			6,000—8,400 8 of 300		9 of 240 2,100—2,700
Master	—	—	(c)		10 of 60 720—1,200
Mate	—	—	(c)		10 of 48 510—660
Quartermaster	660—840	528—672	11 of 48 528—672		5 of 30 420—510
	3 of 60 570—660	3 of 48 456—528	3 of 48 456—528		5 of 18 540—720
Lascars	3 of 30	3 of 24	3 of 24 560—704		6 of 30 360—420
Drivers	—	—	(c)		
Cook	—	—	(c)		
			4 of 15		5 of 12

(a) New Post created in 1939-40.

(b) At present this Department is administered by the Director of the Colombo Museum who is also the Marine Biologist. The posts enumerated below are those appearing in the draft Estimates for 1939-40 (Second Print) under the reorganized Fisheries Department separate from the Museum.

(c) New posts.

Head 58.—Quarantine.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
<i>Colombo Head Office.</i>				
Secretary	4,500—5,500 5 of 200	Scale of the Special Class of the Clerical Service	4,200	3,600—4,080 4 of 120
<i>Mandapam Camp.</i>				
Superintendent and Quarantine Medical Officer	£700—960 4 of 50 and 1 of 60	9,000—12,000 5 of 600	10,800—13,800 5 of 600	9,600—11,400 6 of 300
Assistant Quarantine Medical Officers ..				These posts are filled by Grade Medical Officers
Engineer	4,000—7,000 16 of 180 and 1 of 120 (E.B. before 5,260 and 6,340)	3,000—5,400 16 of 150	4,000—5,800 10 of 180 (E.B. before 4,900)	3,150—4,800 11 of 150 (E.B. before 3,900)
Electrical Foreman	1,500—2,580 9 of 120	1,200—2,640 15 of 96	1,200—2,544 14 of 96	600—1,140 18 of 30 (E.B. before 900)
Apothecary and Laboratory Assistant ..	—	—	900—2,430 (a) 17 of 90	900—2,280 10 of 48 and 15 of 60 (E.B. before 1,560)
Chief Clerk	—	—	1,200—1,800 (b) 5 of 120	1,140—1,620 5 of 48 and 4 of 60
Second Clerk and Shroff	1,080—1,680 8 of 75 720—1,320	864—1,344 8 of 60 600—1,320	864—1,344 8 of 60 600—1,320	720—1,260 18 of 30 480—1,260
Sanitary Assistant	10 of 80 (E.B. before 1,200)	12 of 60	12 of 60 (E.B. before 1,020)	26 of 30 (E.B. before 900)

Camp Inspectors	420—960 9 of 60 540—1,780	360—780 14 of 30 480—1,560	360—780 14 of 30 480—1,560	420—1,020 20 of 30 480—1,260
Storekeeper, Engineering Stores ..	9 of 40&11 of 80	10 of 36&10 of 72	10 of 36&10 of 72	26 of 30 (E.B. before 900) 360—780
Storekeeper, General Stores ..	420—960	360—780	360—780	14 of 30
Clerks :	9 of 60	14 of 30	14 of 30	14 of 30
Grade I. (Accounts Clerk and Clerk to Quarantine Medical Officer) ..	480—1,200	420—1,020	420—1,020	420—1,020
	12 of 60	20 of 30	20 of 30	20 of 30
Grade II. (Correspondence Clerks and Assistant Clerk to Quarantine Medical Officer)	420—960	360—780	360—780	360—780
	9 of 60	14 of 30	14 of 30	14 of 30
Travelling Inspector	—	—	420—1,200	420—1,020
	—	—	(d)	—
Compounder	480—1,200	420—1,020	420—1,020	420—1,020
	12 of 60	20 of 30	20 of 30	20 of 30
	600—900	480—720	480—720	480—720
Driver for Disinfector	10 of 30	10 of 24	10 of 24	10 of 24
	480—600	420—480	420—480	420—480
Nurses	4 of 30	2 of 30	2 of 30	5 of 12
Teachers :	420—720	360—576	360—576	360—558
Head Teacher	5 of 60	6 of 36	6 of 36	11 of 18
	300—600	300—480	300—480	300—432
Assistant Teachers	2 of 30&5 of 48	6 of 30	6 of 30	11 of 12
	360—420	360—420	360—420	360—420
Caretaker (Circuit Bungalow) ..	2 of 30	2 of 30	2 of 30	5 of 12

(a) *Vide* Estimates for 1935-36.

(b) *Vide* Sessional Paper XXVIII. of 1935.

(c) This scale was increased to 420—60—1,200 in 1935-36.

(d) *Vide* Estimates, 1936-37.

Head 58.—Quarantine—*contd.*

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII, of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Anky Dispenser	—	—	480—720	This post is to be suppressed
Vaccinator	—	—	4 of 60 864—1,104	360—780
<i>Port Health Officer, Colombo.</i>			5 of 48 (a)	14 of 30
Port Health Officer ..	—	—	—	These posts are filled by Medical Officers of Health or Grade Medical Officers
Assistant Port Health Officers				
Assistant Port Health Officer for Immigration ..				
Chief Fumigation Inspector ..	—	—	2,640—4,440	2,280—3,600
			15 of 120	8 of 90, 5 of 120
Supervisor of Disinfecting Station Inspector of Fumigation)	720—1,200	600—1,020	720—1,200	E.B. before 3,000 480—1,260
	8 of 60	7 of 60	8 of 60	26 of 30 (E.B. before 900)
Finger Print Examiner and Clerical Assistant	—	—	420—780 (b)	420—780
			12 of 30	12 of 30
Fireman, Disinfecting Station ..	600	480	480	480
Assistant Fireman, Disinfecting Station <i>Ragama Camp.</i>	—	—	480 (c)	
Officer in Charge (altered designation of Storekeeper)	450	420	(420 600 (d))	Post abolished
<i>Port Health Officer, Galle.</i>				
Apothecary, Disinfecting Station ..	540—900	480—720	720—1,680	Post to be filled by an Apothe- cary of the Medical Depart- ment
	10 of 36	10 of 24	6 of 100 and 3 of 120 (E.B. before 1,120 and 1,440)	
<i>Tuticorin Camp.</i>				
Superintendent of Quarantine ..	—	—	—	Post filled by a grade Medical Officer who receives an allow- ance in addition to his pay

Head 59.—Medical and Sanitary Services.

	£1,600—1,750	16,400—18,000	18,000—19,800	18,000
Director of Medical and Sanitary Services	3 of 50	2 of 800	2 of 900	
Assistant Director, Medical Services ..	£1,050—1,300	9,600—12,600	13,200—15,600	10,560—13,800
Assistant Director, Sanitary Services ..	5 of 50	5 of 600	4 of 600	9 of 360
Administrative Secretary ..	—	—	—	C. C. S., Class II.
Superintendent, General Hospital, Colombo ..	£900—1,150	9,000—12,000	11,400—14,400	10,200—12,000
	5 of 50	5 of 600	5 of 600	5 of 360
	£900—1,100	5 of 600	10,200—13,800	9,600—11,700
Superintendent, Lunatic Asylum, Angoda	4 of 50		6 of 600	7 of 300
Special Grade A.	£1,000—1,200	9,000—12,000		
Director, Bacteriological Institute ..	4 of 50	5 of 600	10,800—13,800	
Medical Superintendent, Leper Asylum, Hendala ..	£700—960	8,400—9,600	5 of 600	One Special Grade :
Provincial Surgeons (e) ..	4 of 50 & 1 of 60	3 of 400		9,600—11,400
Senior Medical Officer of Health ..	£550—850	7,500—9,000		6 of 300
Senior Medical Officers	6 of 50	5 of 300		
Special Grade B.	£500—960	6,000—8,400	9,600—12,600	
Medical Superintendent, Kandy Hospital	6 of 30, 1 of 20,	10 of 240	5 of 600	
Medical Superintendent, Galle Hospital ..	4 of 50 & 1 of 60	6,600—8,400		
Superintendent, Anti-Malaria Campaign.	£600—1,000			
Medical Entomologist ..	10 of 40	6 of 300		
Judicial Medical Officer, Colombo ..	—(f)	—(f)	—(f)	

(a) This salary which is appearing in the 1938-39 Estimates is that of non-new entrant Class I. vaccinators of the Medical Department.

(b) Salary increased on October 1, 1938, from 420—15—600.

(c) Vide Estimates, 1938-39.

(d) Vide Estimates, 1938-39.

(e) Three of the existing 9 posts in this grade are to be suppressed. The remaining 6 posts will under our proposals, be redesignated Medical Superintendents.

(f) This post is now filled by a Grade Medical Officer who draws in addition to his own salary, fees as Judicial Medical Officer, fees as Lecturer in Forensic Medicine at the Medical College, and fees from private parties in his own speciality.

Head 59.—Medical and Sanitary Services—*contd.*

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Inspecting Medical Officers ..	<u>£800—960</u> 6 of 50 & 1 of 60	<u>8,400—9,600</u> 3 of 400	<u>9,600—12,600</u> 5 of 600	Posts are to be suppressed
Medical Officers : Grade I. ..	<u>£480—600</u> 4 of 30	<u>6,200—7,800</u> 4 of 400	Part Time : 6,720—8,400 4 of 420 8,160—9,600	
Grade II. ..	<u>£200—450</u> 10 of 25	<u>2,880—5,760</u> 12 of 240	Full Time : 3,000—6,300 3 of 480 3,000—6,300	3,300—6,600 9 of 180 & 7 of 240 (E.B. before 5,160) Hony. House Officers 1,800
Medical Officer in Charge of Tuberculosis Institute, Colombo ..	<u>£550—850</u> 6 of 50	<u>7,500—9,000</u> 5 of 300	Part Time : 4,200—7,800 11 of 300 4,200—7,800	
Radiologist, General Hospital, Colombo	<u>£480—600</u> 4 of 30	<u>6,200—7,800</u> 4 of 400	Full Time : 10 of 360 Hony. House Officers : 1,800 (2 years)	These posts are in future to be filled by grade Medical Officers
Medical Officer in Charge of Dental Institute, Colombo ..	<u>£400—600</u> 8 of 25	<u>5,400—7,800</u> 6 of 400	—	
Research Assistant in Entomology ..	—	—	<u>2,700/3,200—6,000</u> 200	2,400—3,000 5 of 120 Efficiency Bar 3,300—6,000 15 of 180

Sanitary Engineer ..	£500—960	4,800—9,600	6,840—11,520	6,240—12,000
	2 of 30, 1 of 40 & 12 of 30 (3 years' halt on £960) £1,000—1,200	10 of 360 & 2 of 600	10 of 384 & 2 of 420 (E.B. before 9,528. 3 years' halt on 11,520)	15 of 240 & 6 of 360 (E.B. before 8,400 and 9,840. 3 years' halt on 9,600)
Assistant Sanitary Engineers ..	5 of 40		Efficiency Bar 12,000—14,400	
	4,000—7,000	3,000—4,500	5 of 480	3,300—6,000 (b)
Superintendent and Chief Medical Store- keeper ..	16 of 180 & 1 of 120 (E.B. before 5,260 and 6,340)	10 of 150	Grade I : 4,200—6,360	15 of 180 (E.B. before 4,560)
	£500—800	4,800—7,800	6 of 360 4,000—5,800	3,150—4,800
Assistant Superintendent, Civil Medical Stores ..	10 of 30 £300—500	8 of 300	Grade II : 10 of 180 (E.B. before 4,900)	11 of 150 (E.B. before 3,900)
	8 of 25 3,000—4,200	2,568—3,528	6,000—8,400	5,400—7,800
Opium Storekeeper ..	5 of 240	8 of 120	8 of 300 3,000—5,400	10 of 240 2,700—4,800
	Recruited through the Overseas Nur- sing Association :		10 of 240	14 of 150
Matrons : 1 at ..	£224—284	3,024—3,834		This post will in future be held by an Apothecary who will draw, in addition to his salary, an allowance not exceeding Rs. 40 per mensem
	5 of 12 £200—260	5 of 162 2,700—3,510		
Others at ..	5 of 12 £130—180	5 of 162 1,755—2,430		No new scales proposed as these nurses will ultimately be replaced by Ceylonese Sisters
	5 of 10 £160—200	5 of 135 2,160—2,700		
Sisters : 1 at ..	4 of 10 £110—160	4 of 135 1,485—2,160		
	Others at ..	5 of 135		

(a) New post—Vide Estimates for 1937-38.

(b) This scale is applicable only to officers with professional qualifications.

Head 59.—Medical and Sanitary Services—*contd.*

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Sister Tutor	£200—260	2,700—3,510	—	No new scales proposed as these nurses will ultimately be replaced by Ceylonese Sisters
Sister, X'ray Electrical Branch, General Hospital	5 of 12 £110—160	5 of 162 1,485—2,160	900—1,800	
Ceylonese Sisters trained in England	5 of 10 900—1,800	5 of 135 —	6 of 60 & 6 of 90 900—1,800	
Religious Mothers	6 of 60 & 6 of 90 1,500—2,400	1,200—1,920	6 of 60 & 6 of 90	
Religious Sisters	10 of 90 1,200—1,350	10 of 72 960—1,080	—	The same scales as those obtaining for Ceylonese Matrons and Nurses together with the same diet and washing allowances and a higher uniform allowance
Religious Sisters	5 of 30	5 of 24	—	
Religious Mothers	—	—	840—1,260	
Religious Sisters	—	—	7 of 60 600—840	
			4 of 60	(a)
<i>Ceylonese Nursing Staff.</i>				<i>Nurses-in-training :</i>
Relieving Sister	1,260—1,800	1,260—1,800	1,260—1,800	1st year —Rs. 10 per mensem
Public Health Nurses	6 of 90 840—1,260	6 of 90 840—1,260	6 of 90 840—1,260	2nd year —Rs. 15 per mensem
Nurses, Dental Clinics	7 of 60 600—840	7 of 60 600—840	7 of 60 600—840	3rd year —Rs. 20 per mensem
Matrons				480—640
Nurses	4 of 60 360—480	4 of 60 360—480	4 of 60 360—480	Nurses
Pupil Nurses	2 of 60	2 of 60	2 of 60	12 of 30 840—1,200
				Matrons
				10 of 36 600—1,200
				Public Health Nurses
				Nurses, Dental Clinics
				8 of 30 & 10 of 36 1,200—1,500
				Relieving Sister
				5 of 60

<i>Ceylonese Sisters</i>	—	—	—	During the period of post-graduate training : Allowance of Rs. 30 per mensem. On appointment as Sister
				840—1,500
				10 of 36, 5 of 60 (E.B. before 1,260)
Stipend Pupil Midwives	240	240	240	240
Apothecaries :				
Special Class :	2,400	1,920	2,400	
Class I.	1,800—2,160	1,500—1,740	1,800—2,160	Class I. : Grade I. 2,160—2,340
	3 of 120	4 of 60	3 of 120	3 of 60 900—2,100
	720—1,680	576—1,344	720—1,680	Grade II. 10 of 48, 12 of 60 (E.B. before 1,560)
Class II.	6 of 100, 3 of 120 (E.B.B. before 1,120 and 1,440)	12 of 64	6 of 100, 3 of 120 (E.B.B. before 1,120 and 1,440)	Class II. : Grade I. 1,296—1,620
				9 of 36 540—1,260
				24 of 30 (E.B. before 900)
Sanitary Assistants :	1,620—2,420	1,380—2,040	1,380—2,052	1,320—1,800
Class I.	8 of 100 (E.B. before 2,020)	11 of 60	8 of 84 (E.B. before 1,716)	10 of 48
	720—1,520	600—1,320	600—1,320	480—1,260
Class II.	10 of 80 (E.B. before 1,200)	12 of 60	12 of 60 (E.B. before 1,020)	26 of 30 (E.B. before 900)
	720—2,420	600—2,040	720—2,052	1,320—1,800
Entomological Assistants	10 of 80, 9 of 100 (E.B.B. before 1,200 and 2,020)	24 of 60	11 of 60, 8 of 84 (E.B.B. before 1,260 and 1,716)	Class I. 10 of 48 480—1,260
				Class II. 26 of 30 (E.B. before 900)

(a) New scales, which are the same as those obtaining for Ceylonese Matrons and Nurses, assigned to the Mother Superior and Sisters of the Religious Order which took over recently the nursing of the Jaffna Hospital.

Head 59.—Medical and Sanitary Services—*contd.*

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Laboratory Assistants ..	—	—	—	See page 328
X'ray Assistants, General Hospital ..	1,200—3,600	960—2,880	960—2,880	600—1,680
	20 of 120	20 of 96	20 of 96	24 of 30, 10 of 36
X'ray Technicians ..	960—2,880	—	960—2,880	600—1,680
Hospital Stewards :	20 of 96	—	20 of 96	24 of 30, 10 of 36
Special Class ..	1,440—1,920	1,200—1,500	1,260—1,820	
	5 of 96	5 of 60	6 of 60	<i>Hospital Clerks :</i>
				1,296—1,620
				Grade I. 9 of 36
	1,200—1,440	960—1,200	1,008—1,200	990—1,280
Class I. ..	5 of 48	5 of 48	4 of 48	Grade II. 9 of 30
	480—1,200	420—960	480—960	480—960
Class II. ..	15 of 48	18 of 30	16 of 30	Grade III. 16 of 30
	(E.B.B. before 768 and 1,008)		(E.B.B. before 660 and and 840)	(E.B.B. before 660 and 840)
Hospital Stores Clerks ..	480—1,200	420—960	480—1,200	
Hospital Admitting Clerks ..	15 of 48	18 of 30	24 of 30	
	420—600	408—540	(E.B.B. before 660, 840, and 1,020)	
Hospital Admitting Clerks ..	5 of 36	11 of 12		
Kitchen Stewardesses ..	—	—	1,200 (a)	600 and diet
				900—2,280
				Class I. 10 of 48, 15 of 60
				(E.B. before 1,560)
				Class II. : 1,296—1,620
				Grade I. 9 of 36
				480—1,260
				Grade II. 26 of 30
				(E.B. before 900)
Draughtsmen, Sanitary Engineering Division ..	900—2,820	720—2,448	720—2,448	
	16 of 120	16 of 108	16 of 108	
	(2 years' halts on 1,500 and 2,100. E.B.B. before 1,620 and 2,220)		(2 years' halts on 1,260 and 1,800. E.B.B. before 1,368 and 1,908)	

Head 59.—Medical and Sanitary Services—*contd.*

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Hospital Overseers :				
Head Overseer, General Hospital ..	Varying scales. Majority of the posts on— 400—502 <hr/> 4 of 24, 1 of 6	—	360—480 <hr/> 10 of 12	600—720
Overseer, Paying Section, General Hospital				Special Grade : (Pensionable) 5 of 24 492—600
Overseer, Lady Havelock Hospital ..				Grade I. (Pensionable) 6 of 18 360—480
Overseer, Infectious Diseases Hospital, Angoda				Grade II. (Non-pension- 10 of 12 able)
Overseers, Lunatic Asylum ..				(A Diet allowance of 90 per annum should be paid to holders of all these posts, unless they are dieted) 480—600
Overseers, Eye Hospital, Mantivu Leper Asylum, Galle Hospital, and various other hospitals	4 of 24, 1 of 6	—	10 of 12	10 of 12
Drivers, Motor Ambulances ..	600—720 <hr/> 4 of 30	480—600 <hr/> 8 of 15	480—600 <hr/> 5 of 24	480—600 <hr/> 5 of 24
<i>Anchylostomiasis Branch.</i>				
Clerks ..	600—1,500 <hr/> 15 of 60 900—1,500	—	540—1,260 <hr/> 15 of 48 720—1,800	These posts should be filled by members of the General Clerical Class of the Clerical Service 720—1,580
Microscopists : 1 at ..	10 of 60	—	10 of 108	10 of 30, 10 of 56 (E.B. before 900 and 1,356)
Others at ..	480—1,080 <hr/> 10 of 60	—	480—960 <hr/> 8 of 60	480—960 <hr/> 16 of 30 (E.B. before 780)
Dispensers ..	—	—	480—720 <hr/> 4 of 60 <hr/> 1,200—1,500 <hr/> ^(b)	480—720 <hr/> 8 of 30 <hr/> 720—1,140
<i>Malaria Control Scheme.</i>				
Overseer (temporary) ..	—	—	5 of 60	14 of 30
Publicity Officer ..	—	—	2,160 ^(b)	1,800
Motor Mechanic for Motor van ..	—	—	480 ^(b)	480

Head 60.—Medical College.

Professor of Physiology and Registrar ..	£800—1,150 5 of 40, 3 of 50 12,000	9,000—12,000 5 of 600 —	9,600—13,200 5 of 480, 2 of 600 11,400—16,200 10 of 480 6,000—8,400 8 of 300 (d)	8,400—11,400 10 of 300 5,400—7,800 10 of 240 1,800—3,000 8 of 150 (e)
Professor of Anatomy ..				
Professor of Pathology..				
Professor of Medicine ..				
Professor of Surgery ..				
Lecturers :				
Lecturer in Anatomy ..				
Lecturer in Physiology ..				
Lecturer in Pharmacology ..				
Lecturer in Biochemistry ..				
Demonstrators ..			(Posts filled by grade Medical Officers (d))	
Prosthetic Dental Surgeon ..			9,000(d)	This post is to be suppressed
Dental Mechanic ..			1,200—3,600 20 of 120 (f)	This post is to be suppressed

Head 63.—Registrar-General.

Assistant Registrar-General ..	£420—700 8 of 30, 1 of 40	4,500—6,600 6 of 350	5,000—7,400 5 of 480 4,500—9,600	4,800—6,600 5 of 360
Registrar of Companies .	—	—	300 and 400	Suppression of the post recom- mended
Second Assistant Registrar-General ..	5,500	4,200	4,200	4,080
Third Assistant Registrar-General ..	4,500	3,600	3,900	Post to be suppressed
Medical Registrars of Births and Deaths	(Some at 1,800 Others at 1,440)	1,440	1,800	1,800

(a) Existing scale.

(b) New posts—*vide* Estimates, 1938-39.

(c) New posts created in 1935-36.

(d) New post created in 1937-38.

(e) This scale is applicable only to officers recruited to these posts outside the Medical Officer grade.

(f) New post created in 1936-37.

Head 64.—Director, Tourist Bureau.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Secretary	—	—	3,600—6,000	2,400—6,000
Courier	—	—	2,700 : (2 years) 10 of 240. 420—780	6 of 120, 16 of 180 420—780
			15 of 24 (b)	15 of 24

Head 65.—Director of Commerce and Industries.

Deputy Director of Commerce and Industries	—	—	£1,400—1,550 3 of 50 (c)	10,560—13,800 9 of 360 6,000—10,200 (d)
Assistant Director of Commerce and Industries	—	—	4,500—9,600 300 & 400 (b)	10 of 240, 6 of 300 4,200—6,600 8 of 300
Commercial Assistant	—	—	2,700/3,600—6,000 240	2,400—3,000 5 of 120 E.B. 3,300—6,000 15 of 180 (E.B. before 4,560)
<i>Ceylon House in London.</i>				No change. £5 10s. to £7 a week.
Trade Commissioner	—	—	£1,000	No change.
Office Assistant	—	—	£7 a week	
Secretary	—	—	£4 a week	
Typist	—	—	£2 5s. a week	
Commissionaire	—	—	£2 10s. a week	
Charwoman	—	—	£1 a week	Vide paragraph 817.
<i>Ceylon House in India.</i>				
Trade Commissioner	—	—	C.C.S.	No change.
Secretary	—	—	3,000	2,400—3,000 5 of 120
Clerk	—	—	1,800	1,356—1,680 9 of 36
Clerk-Stenographer	—	—	900—1,200 5 of 60	720—1,200 10 of 48

Typist	—	—	48	4 of 30
Peons	—	—	240	No change
Labourer	—	—	180—216	No change
			6 of 6	
<i>Industrial Division.</i>				
Technical Adviser on Industries (temporary)	—	—	8,400	Post to be suppressed 3,360—6,000
			6,840—11,520	11 of 240 (E.B. before 4,560)
Industrial Engineer	—	—	384 & 420	E.B. 6,240—9,600 (e)
				14 of 240 (E.B. before 8,400)
Leather Expert (temporary)	—	—	6,000	Post is temporary Class II.:
				Grade II: 480—1,260
			2,920—4,000	26 of 30 (E.B. before 900)
Draughtsmen—Clerks	—	—	9 of 120	1,296—1,620 Grade I. 9 of 36 900—2,280
				Class I.: 10 of 48, 15 of 60 (E.B. before 1,560)
Pottery Demonstrators	—	—	900	720 On probation: 2,400—3,000
<i>Laboratory.</i>				
Chemist	—	—	4,200—5,000	120 Efficiency Bar
			4 of 200	On appointment: 3,000—5,160
<i>Workshop.</i>				
Ceramic Chemist (temporary)	—	—	3,960—7,440	180 (E.B. before 3,900)
			240 & 360	Post is to be suppressed
			720—2,448	
Foreman Draughtsman	—	—	16 of 108	[Scheme as for Draughtsmen of the Forest Department. 360—480 10 of 12
			420—516	
Workshop Attendants	—	—	8 of 12	

(a) New post—vide 1936-37 Estimates.

(b) New post—vide 1938-39 Estimates.

(c) This scale is personal to the present holder.

(d) This scale is for an Assistant Director if the post of Deputy is replaced by an Assistant Director—vide paragraph 810.

(e) A fully qualified Engineer should be appointed on this segment.

Head 61.—Director of Commerce and Industries—*coned.*

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	—
<i>Coir Yarn Factory and Demonstration Units.</i>				
Superintendent of Coir and Textile Demonstration	—	—	1,800—3,200 <hr/> 14 of 100	1,740—3,000 <hr/> 14 of 90 (E.B. before 2,460)
Foreman	—	—	1,500—2,400 <hr/> 60 and 120 1,200—1,800	1,296—1,620 <hr/> 9 of 36 960—1,260
Assistant Foreman	—	—	10 of 60 900—1,200	10 of 30 600—960
Mat Assistant	}	—	10 of 30	12 of 30 (E.B. before 900)
Matting Assistant				
Dyeing and Printing Assistant				
<i>Demonstration Units.</i>				
Demonstrators	—	—	900	720
Assistant Demonstrators	—	—	540	480
Second Assistant Demonstrators	—	—	300	300
<i>Statistical Division.</i>				
Statistical Assistant	—	—	2,700/3,600—6,000 <hr/> 240	Same scale as for Commercial Assistant
<i>Economic and Industrial Survey.</i>				
Supervisor	—	—	3,000	2,400
Investigators	—	—	900	720
Junior Investigators	—	—	600	540
Probationer Investigators	—	—	600	480
<i>Weights and Measures.</i>				
Inspector	—	—	3,000	Post is temporary 720—2,820
<i>Match Industry.</i>				
Inspectors of Match Factories	—	—	960—3,000 <hr/> 120, 144, & 180	9 of 60, 10 of 84, 8 of 90 (2 years' halts on 1,260 & 2,100; E.B.B. before 1,344 and 2,190)

Assistant Controllers of Labour ..	—	—	9 of 400 3,200—4,200	10 of 240, 6 of 300
			(b)	3,120—6,000
			4 of 250 E.B. 4,500—6,600	16 of 180 (E.B. before 4,200 and 5,280)
Travelling Inspectors	3,000—4,500	2,400—3,600	7 of 300 3,000—4,200	2,400—3,600
	10 of 150 300—360	10 of 120	10 of 120 300—360	20 of 60 (E.B. before 3,000)
Daffadars (escort peons) at Mandapam ..	5 of 12 216—300	—	5 of 12 216—300	No change.
Escort peons at Mandapam ..	7 of 12	—	7 of 12	No change.
Manager <i>Employment Exchange.</i> ..	—	—	3,600(c)	2,400—3,600 20 of 60 (E.B. before 3,000)
Assistant Managers ..	—	—	1,200(c)	1,356—1,680
				One at : 9 of 36 900—1,320
Clerks ..	—	—	480(c)	14 of 30
Peons ..	—	—	300(c)	No change.
Labourer ..	—	—	240(c)	No change.
Agents <i>Recruiting Agencies.</i> ..	—	—	900(c)	No change.
Head 68.—Education.				
Director ..	£1,600—1,750	16,400—18,000	18,000—19,800	18,000
	3 of 50	2 of 800	2 of 900	10,560—13,800
Deputy Director ..	£1,050—1,300	9,600—12,600	12,600—15,600	9 of 360
	5 of 50	5 of 600	5 of 600	8,400—10,200
First Assistant Director ..	£800—1,000	7,500—9,000	9,000—10,800	6 of 300 (e)
Second Assistant Director ..	4 of 50	3 of 500	3 of 600	
	£600—900	6,600—8,400	7,500—9,600	
Third Assistant Director (d) ..	6 of 50	10 of 180	5 of 420	
	7,500—9,000	5,160—6,000	5,100—7,500	4,200—6,600
Superintendent of Examinations ..	6 of 250	6 of 140	10 of 240 (f)	8 of 180 and 4 of 240

(a) Post created in 1935-36.

(b) *Vide* Sessional Paper XXVIII. of 1935.

(c) New posts—*vide* Estimates 1938-39.

(d) Previously designated as Chief Inspector.

(e) This scale is for 2 posts of Assistant Director; one post is to be suppressed.

(f) The holder of this post is at present on the scale, 6,300—240—8,220.

Head 68.—Education—contd.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Supervisor of Sinhalese Education ..	<u>6,000—7,500</u> 5 of 300	<u>4,320—5,160</u> 6 of 140	<u>4,320—5,160</u> 6 of 140	Post to be abolished
Chief Sinhalese Translator to Govern- ment	—	—	(a) <u>3,000—5,500</u> 5 of 180 and 8 of 200	<u>2,400—4,080</u> 12 of 90 and 5 of 120 (3 years' halt on 3,300 and E. B. before 3,600)
Translators of Text Books ..	<u>2,100—2,700</u> 5 of 120	<u>1,800—2,340</u> 5 of 108	<u>1,800—2,340</u> 5 of 108	<u>900—1,680</u> 14 of 30 and 10 of 36 (E. B. before 1,356)
Supervisor of School Buildings ..	—	—	(b) <u>3,600—4,800</u> 10 of 120	<u>2,700—4,200</u> 10 of 90 and 5 of 120 (E. B. before 3,150 and 3,720)
Printer ..	<u>720—1,200</u> 8 of 60	<u>576—960</u> 8 of 48	<u>1,008—1,440</u> 9 of 48 <u>360—480</u>	<u>960—1,320</u> 10 of 36
Assistant Printer ..	<u>420—600</u> 12 of 15	<u>360—480</u> 10 of 12	<u>720—1,056</u> 10 of 12 8 of 42 <u>360—480</u>	<u>600—960</u> 12 of 30
Compositors ..	<u>420—600</u> 12 of 15	<u>360—480</u> 10 of 12	<u>420—720</u> 10 of 12 10 of 30 <u>360—480</u>	<u>420—720</u> 10 of 18 and 5 of 24
Machine Minders ..	} <u>420—600</u> 12 of 15	} <u>360—480</u> 10 of 12	} <u>420—600</u> 10 of 12 <u>420—600</u> 10 of 18	} <u>420—600</u> 15 of 12
Binder and Machine Operator ..				
Mechanic ..				

Inspectorate :					
Divisional Inspectors	1 at	£800—900	6,000—7,800	7,500—9,000	Grade I. 6,600—7,800
	3 at	10 of 30 7,500—9,000 6 of 250		6 of 250 6,000—7,500 6 of 250		5 of 240
Inspectresses	1 at	£500—650	4,800—6,300	4,500—6,000	Grade II. 5,400—6,300
	1 at	6 of 25 4,500—6,000		6 of 250		5 of 180
District Inspectors	3 at	6 of 250 4,500—7,500	Grade I. 3,480—6,000	3,480—6,000	4 at 2,700—5,400
	7 at	12 of 250 3,000—4,500		14 of 180 2,280—3,360		18 of 150 2,280—3,600
	6 at	10 of 150 2,500—4,000	Grade II. 10 of 108 2,100—3,000	10 of 108 1,560—3,000	6 at 11 of 120 1,800—3,600
	48 at	10 of 150 1,200—2,850		8 of 60 and 10 of 96 (E.B. before Rs. 2,136) 2,520—4,020		Grade I. 12 of 150
Inspectors (f)	10 of 60, 5 of 120, 3 of 150 (E.B. before 1,800 & 2,400)	Class II. : Grade I. 1,560—2,040	Grade I. 8 of 60 960—1,440	10 of 150 1,200—2,850	Grade II. 4 of 60, 3 of 120 E.B. 1,920—2,640
	10 of 48					10 of 60, 5 of 120, 3 of 150 (E.B. before 1,800 and 2,400)	6 of 120

(a) The post was created in 1934-35.

(b) The post was created with effect from July 1, 1935.

(c) Raised to these scales in the 1936-37 Estimates.

(d) The scale Rs. 8,400—360—11,280 appearing in the 1938-39 Estimates is for non-new entrant officers receiving non-normal promotion.

(e) A new reduced scale for two additional posts created in 1938-39.

(f) Previously designated as Assistant Inspectors.

(g) *Vide* paragraphs 340 and 341 of Sessional Paper XXVIII. of 1935.

Head 68.—Education—contd.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs. 3,000—6,000	Rs. 3,000—4,800	Rs. 3,000—4,800	Rs. 2,400—4,200
Inspector of Art	10 of 150 & 6 of 250 (E.B. before 4,750) 1,800—2,400	10 of 180	10 of 180	15 of 120
Assistant Inspectors of Art	5 of 120 2,400—3,200	6 of 60 2,400—4,200	8 of 60 2,400—3,360	12 of 60 2,100—3,000
Inspectress of Housecraft (a)	8 of 100 1,200—2,400	10 of 180 960—1,800	10 of 96 1,200—2,040	10 of 90 1,200—1,920
Assistant Inspectresses of Housecraft (b)	12 of 100 1,800—2,400	10 of 84 1,440—1,800	14 of 60 1,560—2,040	12 of 60
Inspector of Physical Training (c)	5 of 120	6 of 60	8 of 60 2,400—3,200 (d)	1,560—1,920 6 of 60
Assistant Inspector of Physical Training (s)	900—1,200	720—960	8 of 100 900—1,200	720—1,200
Inspectors of Industrial Schools:	5 of 60 2,400—3,200	5 of 48 1,800—2,400	5 of 60	4 of 30 & 10 of 36
1 (Carpentry)	8 of 100 1,080—1,800	8 of 75 864—1,440	1,560—2,040	1,200—1,920
1 (Weaving)	12 of 60 (E.B. before 1,500) 900—1,260	12 of 48 720—1,044	8 of 60	12 of 60
Inspector of Pirivenas	6 of 60	3 of 108	1,560—2,040	1,200—1,920
			8 of 60	12 of 60
SECONDARY EDUCATION.				
<i>Royal Colleges.</i>				
Principal	£800—900 4 of 25 (g)	9,000—10,800 3 of 600	9,000—10,800 3 of 600	8,400—10,200 6 of 300

Mathematics Master ..	4,500—6,000	4,050—5,400	Mathematics Master (B.Sc.) Science Master (1st Class Trained)	2,400—3,750	Class I.: Trained Graduate Graduate 1st Class	3,000—4,200
Science Master ..	5 of 300	5 of 270		9 of 150	Trained	5 of 240
Assistant Masters :	3,000—4,800	2,400—3,840	Assistant Masters : Trained Gra- duates	1,908—4,008	Class II.: Trained Graduate or 1st or 2nd Class Hon- ours Gradu- ate of a British Uni- versity	1,800—3,000
Some at ..	10 of 180 2,400—3,600	10 of 144 1,920—2,880	Graduates or 1st Class Trained	14 of 150 1,596—3,516	Graduate 1st Class	8 of 150
Some at ..	6 of 180, 1 of 120 1,200—4,200	6 of 144, 1 of 96 960—3,360	Inter (Science or Arts)	1,032—1,512	Trained Class	1,548—2,700
Some at ..	25 of 120 (E.B.B. before 1,920 and 2,520)	25 of 96	Certificated	5 of 96 708—1,476	Trained Class III.: Trained or Graduate Commercial (approved British qu- alification)	8 of 144
Some at ..	1,200—2,400	960—1,920		2 of 48, 7 of 96	2nd Class Certificate	1,260—1,800
	10 of 120	10 of 96			2nd Class provisional- ly trained London Inter Science or Arts	6 of 90
					Class IV.: 1st Class Drawing Ceylon Com- mercial	960—1,380
					3rd Class Certificate	5 of 84
						636—888
						7 of 36

- (a) Previously designated as Inspectress of Needlework.
 (b) Previously designated as Assistant Inspectress of Needlework.
 (c) Previously designated as Inspector of Drill and Games.
 (d) Increased scale with effect from October 1, 1936.

- (e) Previously designated as Assistant Inspector of Drill and Games.
 (f) One of the two posts is at present on the Scale of 1,800—120—2,400.
 (g) Increased scale of £800—25—1,000 from 1936—37.

Head 68.—Education—*contd.*

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CEYLON SESSIONAL PAPERS, 1930.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Demonstrator (Science)	<u>720—1,200</u> 8 of 60	<u>576—960</u> 8 of 48	<u>480—960</u> 8 of 60	<u>480—960</u> 16 of 30 (E. B. before 780)
ELEMENTARY EDUCATION.				
<i>English.</i>				
Head Teachers :				
Grade I.A	<u>1,980—3,000</u> 5 of 180, 1 of 120	<u>1,692—2,568</u> 7 of 108, 1 of 120	Principals. Grade I. A : (1st Class Trained Graduates) } <u>1,644—2,994</u> I.B } 9 of 150	For Junior Secondary Primary Schools, for primary classes in Secondary Schools and for English Staffs of Bilingual Schools Class I. : Trained Graduate Graduate 1st Class Trained } <u>2,400—3,000</u> 5 of 120 Class II. : Trained Graduate or 1st or 2nd class Honours Graduate of a British University } <u>1,440—2,400</u> 8 of 120 Graduate : 1st Class Trained } <u>1,332—2,100</u> 8 of 96
Grade I.B	<u>1,920—2,820</u> 5 of 180	<u>1,632—2,496</u> 8 of 108	Grade II. A : (2nd Class Trained) } <u>1,248—1,752</u> II.B } 4 of 96, 1 of 120	
Grade II.	<u>1,260—1,860</u> 5 of 120	<u>1,044—1,584</u> 5 of 108	Grade II. A : 2nd Class Provisional Trained } <u>1,152—1,536</u> II.B } 4 of 96	
Grade III.	<u>900—1,860</u> 8 of 120	<u>720—1,584</u> 8 of 108	Bilingual Trained : <u>1,152—2,256</u> 9 of 48, 7 of 96	
	(5 years' halt on 1,260, and E. B. before 1,380)		Grade III.A Certified } <u>852—1,548</u> III.B } 8 of 96, 1 of 120	

Assistant Teachers :

Grade I.	900—1,500	720—1,200
	10 of 60	10 of 48
Grade II.	780—1,200	600—960
	7 of 60	12 of 30
Grade III.	480—900	420—720
	14 of 30	10 of 30

Assistants.

Grade I.A (2nd and 1st Class Trained Graduates)	1,140—2,004
I.B Bilingual Trained :	9 of 96
	1,008—1,728
	15 of 48
Grade II.A : 3rd Class trained)	1,008—1,104
II.B	2 of 48
Grade II.A: Certificated	706—1,092
II.B	8 of 48
Grade II.A (London Inter Arts)	804—1,092
II.B	6 of 48
Grade A : (Uncertificated) B	504

Class III. :

Trained or Graduate Commercial (approved British Quali- fication) 2nd Class Certificate 2nd Class Provisionally Trained London Inter Science or Arts	990—1,530
	6 of 90
	900—1,140
	5 of 48
Class IV. : 1st Class Drawing Ceylon Com- mercial 3rd Class Certificate	600—810
	7 of 30
Class V. : Certificated	480—588
	9 of 12
Senior School Certificate or equivalent quali- fication	480

Head 68.—Education Department—contd.

	Non-new Entrant Scales.		Pereira Commission Scales (Sessional Paper XII. of 1932).		New-Entrant Scales (Sessional Paper VIII. of 1934).		Proposed Scales.	
	Rs.		Rs.		Rs.		Rs.	
<i>Vernacular.</i>								
Head Teachers :	900—1,500		720—1,200		900—1,500			
1st Class (Trained) ..	10 of 60		10 of 48 (5 years halt at 6th year)		10 of 60		<i>Class I.</i> 1st Class Trained	768—1,200 9 of 48
	648—840		420—636		648—840		1st Class Certificated	636—960 9 of 36
2nd Class (Trained) ..	4 of 48		6 of 36		4 of 48		<i>Class II.</i> 1st Class Trained	624—960
2nd Class (Prov. Trained)	540		408		540		1st Class Certificated	8 of 42 540—780
1st Class (Certificated)	768—1,200		600—960		768—1,200		2nd Class Trained	480—660
	12 of 36		12 of 30		12 of 36		1st Class Certificated	8 of 30 450—558
2nd Class (Certificated)	588—732		396—546		588—732		<i>Class III.</i> 2nd Class Trained	6 of 30 450—558
	4 of 36		5 of 30		4 of 36		2nd Class Certificated	6 of 18
	516—564		384—444		516—564		<i>Class IV.</i> 3rd Class Certificated	360—432
3rd Class (Uncertificated)	2 of 24		3 of 20		2 of 24		2nd Class Prov. Trained English Teachers under Clause 37d (ii.)	6 of 12
Uncertificated A ..	360		348		—		<i>Class V.</i> Certificated Teachers	} 360
B ..	240		240		—		English Teachers under Clause 37d (iii.)	
Assistant Teachers :							Senior School Certificate equivalent • qualification	or } 240
1st Class (Trained) ..	720—1,200		570—960		720—1,200			
	10 of 48		13 of 30 (5 years halt at 5th year)		10 of 48			
	516—660		378—528		516—660			
2nd Class (Trained) ..	4 of 36		5 of 30		4 of 36			
2nd Class (Prov. Trained)	480		360		480			
1st Class (Certificated)	636—900		510—720		636—900			
	11 of 24		10 of 21		11 of 24			
2nd Class (Certificated)	516—612		384—489		516—612			
	4 of 24		5 of 21		4 of 24			
3rd Class (Certificated)	480—504		300—360		480—504			
	2 of 12		5 of 12		2 of 12			

3rd class (Prov. Certificated) ..	420	288	420	—
Uncertificated A ..	300	240	—	—
Uncertificated B ..	240	180	240	—
Probationary Teachers ..	90	90	—	—
Physical Training Instructor ..	1,800—2,400	1,440—1,800	1,440—1,800	1,200—1,680
	5 of 120	6 of 60	6 of 60	10 of 48
Assistant Physical Training Instructors	—	—	900—1,200 (a)	720—1,200
	—	—	5 of 60	4 of 30, 10 of 36
TRAINING OF TEACHERS.				
<i>Government Training College, Colombo.</i>				
Principal	£800—900	9,000—10,800	9,000—10,800	8,400—10,200
	4 of 25 (b)	3 of 600	3 of 600	6 of 300
	£500—810	4,800—7,200	6,000—8,400	
Vice Principal	2 of 30, 1 of 40, 7 of 30	8 of 300	8 of 300	Post to be suppressed
	3,000—6,000	2,400—4,800	2,400—4,800	1,800—4,200
Lecturers (General Subjects)	15 of 200	15 of 160	15 of 160	8 of 150, 5 of 240 (E.B. before 3,240)
	1,200—4,200	960—3,360	1,308—3,516	1,260—2,700
Instructor (Art and Manual Training)	25 of 120	25 of 96	23 of 96	16 of 90
	£400—600	3,600—5,400	3,600—5,400	1,800—4,200
Lecturer, Kindergarten Methods ..	8 of 25	6 of 300	6 of 300	8 of 150, 5 of 240 (E.B. before 3,240)
	—	—	2,400—4,800 (c)	
Lecturer, Physical Training and Development ..	—	—	15 of 160	1,800—4,200
	—	—	2,400—4,800 (d)	8 of 150, 5 of 240 (E.B. before 3,240)
	—	—	15 of 160	

- (a) New post created in 1936-37.
 (b) Increased scale of £800—25—1,000 from 1936-37.
 (c) Reduced to this scale in 1935.
 (d) New post created in 1936-37.

Head 68.—Education Department—*contd.*

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
Training Masters (Sinhalese): Head Master	1,560—2,460 5 of 180	1,248—1,968 6 of 120	Special Post : Grade I. 2,508—4,008 10 of 150	} <i>Head Master (Sinhalese) holding English Qualifications</i>
	420—636 6 of 36		Special Post : Grade II. 1,908—2,796 8 of 96, 1 of 120	
Assistant Masters	E.B. 720—960 4 of 60 E.B. 1,020—1,500 8 of 60	360—1,200 10 of 36, 10 of 48	Class I. : 1,704—3,000 Trained Graduate 12 of 108 1st Class Trained or Graduate } 1,500—2,460 10 of 96 2nd Class Trained } 1,212—1,404 2 of 96	} Trained Graduate } 2,400—3,000 Graduate } 1st Class Trained } 5 of 120
			Commercial (approved British Qualifications) 5 of 96, 1 of 108 Class II. : Bilingual Trained } 1,008—1,728 15 of 48 2nd Class Prov. Trained } 1,008—1,104 2 of 48 London Inter Science or Arts } 900—1,284 8 of 48 2nd Class Certificate } 900—1,284 4 of 96	
			Class III. : 3rd Class Certificate } 708—804 2 of 48	} <i>Headmaster without English Qualifications</i> 1,152—1,800 Trained 9 of 72 954—1,440 Certificated 9 of 54 <i>Assistant Masters (Sinhalese) holding English Qualifications</i> Trained Graduate, 1st or 2nd Class } 1,440—2,400 Honours Graduate of a British University } Graduate } 1,332—2,100 1st Class } 8 of 96 <i>Assistant Masters (without English Qualifications)</i> Trained 768—1,200 9 of 48

			1st Class Drawing Certificate Ceylon	708—1,008	
			Commer- cial cer- tificate	5 of 48, 1 of 60	
			Uncertificated	504	
Female Superintendent ..	1,800—2,760	1,440—2,208	1,440—2,208		
	8 of 120	8 of 96	8 of 96		840—1,500 (a)
Assistant Female Superintendent ..	600—1,020	480—816	480—816		10 of 36 and 5 of 60
Storekeeper ..	7 of 60	7 of 48	7 of 48		
Head Servant ..	960	768	768		
Agricultural Instructor ..	720	540	540		Posts to be suppressed
	720	540	600		
Carpentry Instructor ..	960	768	600		480—600
					10 of 12
<i>Miriqama Rural Training Centre A.</i>					
Superintendent ..	—	—	3,600—4,800		2,400—3,000
			8 of 150 (b)		5 of 120
Training Master ..	—	—	1,212—2,460		The scales recommended for this post are the same as those appearing against " Training Masters (Sinhalese) " under the Government Training College, Colombo
			13 of 96 (b)		
Building Instructor ..	—	—	1,200—2,400		720—1,680
			10 of 120 (b)		10 of 42, 10 of 54 (E. B. before 1,194)
<i>Kopay Training School (Tamil).</i>					
Superintendent ..	3,600—4,800	2,400—3,600	2,400—4,200		2,400—3,000
	8 of 150	10 of 120	15 of 120		5 of 120

(a) This scale is for the new post of Resident Female Superintendent

(b) Vide Estimates of 1935-36.

Head 68.—Education—Department—*contd.*

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Training Masters :				
Head Master ..	1,800—2,850	1,248—1,968	The same scales as those appearing against "Training Masters (Sinhalese)" under the Government Training College, Colombo	The scales recommended for these posts are the same as those appearing against Training Masters, Sinhalese, under the Government Training College, Colombo
Assistant Masters : 1 at ..	7 of 150 900—1,800	6 of 120		
1 at ..	9 of 100 600—900	360—1,200		
<i>Training Centres at Kandy, Weeraketiya, and Batticaloa.</i>	5 of 60	10 of 36, 10 of 48		
Superintendents ..	—	—	2,400—3,600	Trained Graduate or 1st or 2nd Class Honours Graduate of a British University } 1,440—2,400 8 of 120
			10 of 120		Graduate : } 1,332—2,100 1st Class } Trained } 8 of 96 720—1,680
Building Instructor, Kandy ..	—	—	1,200—2,400	10 of 42, 10 of 54 (E. B before 1,194)
<i>Government Training College School and Royal Preparatory School.</i>				
Assistant Masters ..	Some 1,200—4,200 at 25 of 120 (E. BB. before 1920, and 2,520) Others 1,200—2,400 at 10 of 120	960—3,360 25 of 96 960—1,920 of 10 96	Trained 1,308—3,516 23 of 96 Certificated 708—1,476 2 of 48, 7 of 96	The scales recommended for these posts are the same as those for teachers in Junior Secondary and Primary Schools, &c. appearing against "Elementary Education English"

TECHNICAL AND INDUSTRIAL
EDUCATION.

Ceylon Technical College, Colombo.

Principal	6,000—9,600 10 of 360	6,000—9,600 10 of 360	9,000—10,800 3 of 600 £1,000—1,200	Vide paragraph 911
Professor in Civil Engineering ..	—	—	4 of 50 £1,000—1,250 (a)	
Professor in Mechanical Engineering ..	—	—	5 of 50 £1,000—1,250 (a)	
Professor in Electrical Engineering ..	—	—	5 of 50 6,840—11,520 (a)	
Lecturers in Civil, Mechanical, and Electrical Engineering ..	—	—	384 and 420 3,600—4,800	
Assistant Lecturers in Civil, Mechanical, and Electrical Engineering ..	3,600—4,800 10 of 120	2,880—3,840 10 of 96	10 of 120 3,600—5,400 (b)	
Instructors in Civil, Mechanical, and Elec- trical Engineering, Art Crafts, Chemis- try, Mathematics, and Physics	2,400—3,600 10 of 120 3,600—4,800	— 2,880—3,840	240 and 300 2,400—3,600 10 of 120 3,600—4,800	
Chief Instructor, Commercial Classes ..	10 of 120 2,400	10 of 96	10 of 120 2,400	
Instructor in Motor Mechanism ..	1,320—2,520	1,056—2,016	1,320—2,520	
Art Masters and Assistant Instructors in Mathematics, in Signalling, and in Shorthand and Typewriting	10 of 120 1,200	10 of 96 960	10 of 120 1,320	
Workshop Superintendent ..	600—1,080 8 of 60	480—864 8 of 48 576—1,440	600—1,080 8 of 60	
Carpenter Mechanic	—	—	—	480—960 20 of 24

(a) New posts appearing in the 1938-39 Estimates.

(b) Designation altered from "Chief Instructor".

Head 68.—Education Department—*contd.*

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.		Pereira Commission Scales (Sessional Paper XII. of 1932).		New-Entrant Scales (Sessional Paper VIII. of 1934).		Proposed Scales.				
		Rs.		Rs.		Rs.		Rs.			
Blacksmith		600		—		600		480—600			
<i>Adult Education.</i>								10 of 12			
Operator for Travelling Cinema <i>Rural Industrial School.</i>		—		—		600(a)		600			
Industrial Teachers		420—840		360—672		360—672		360—660			
		7 of 60		6 of 52		6 of 52		10 of 30			
Weaving Teachers	}	270	270	270	360(b)	}	6 of 10	300—360			
Spinning and Weaving Instructors									270		
Superintendent, Central Weaving Institute		1,200—1,800		960—1,440		960—1,440		900—1,260			
		5 of 120		10 of 48		10 of 48		10 of 36			
Head 69.—University College.											
Principal		£1,500—2,000		16,400—18,000		18,000—19,800		18,000			
	}	10 of 150	}	2 of 800	}	2 of 900	}				
		£800—1,150				9,000—12,000			9,600—13,200		8,400—11,400
Professors		5 of 40, 3 of 50				10 of 300			5 of 480, 2 of 600		10 of 300
	1 at	10 of 300									
	}	£500—700	}	5,400—7,500	}	6,000—8,400	}	5,400—7,800			
Lecturers		8 of 25				10 of 210			8 of 300		10 of 240
	1 at	5,400—7,500									
		10 of 210									

Assistant Lecturers ..	1 at	£300—500 10 of 20 3,600—5,400	3,600—5,400 10 of 180	3,600—5,400 5 of 240, 2 of 300	3,000—5,160 12 of 180
Librarian ..	..	10 of 180 3,000—6,000	1,800—3,600	3,600—5,400	3,000—5,160
Library Assistant (Senior post) ..	..	10 of 300 (E.BB. before 3,900 and 5,400)	10 of 180	5 of 240, 2 of 300 (E.BB. before 4,080 and 4,800)	12 of 180 (E.BB. before 3,720 and 4,440)
Library Assistant (Junior post) ..	..	1,238	420—1,020 20 of 30	720—1,620 15 of 60 (E.B. before 1,260)	1,356—1,680 9 of 36 480—1,320
Tutors ..	..	—	—	26 of 30	28 of 30 E.B. before Rs. 900
Demonstrators ..	..	3,000—4,440	2,400—3,552	1,800 (d) 2,400—3,552	1,800 1,800—3,000
Skilled Mechanic ..	..	12 of 120 2,520—3,420	12 of 96 2,040—2,760	12 of 96 2,040—2,760	8 of 150 1,740—2,460
		6 of 150	6 of 120	6 of 120	8 of 90
Head 70.—Archaeological Department.					
Archæological Commissioner ..	..	£900—1,200	9,000—12,000	12,000—15,000	9,120—12,000 8 of 360 (e)
Epigraphical Assistant ..	..	6 of 50 3,000—3,600	6 of 500	6 of 500	
	..	1 of 600 4,500—7,000	2,400—5,400	3,000—6,600	
		10 of 250	12 of 250	15 of 240	

(a) New post appearing in the 1938-39 Estimates.

(b) This scale appears in the 1938-39 Estimates.

(c) The Estimates for 1938-39 contain provision on the scale Rs. 1,600—100—2,200.

(d) New posts—*vide* 1938-39 Estimates.

(e) Scale for the combined post of Archæological Commissioner and Epigraphical Assistant—*vide* paragraph 1078, Sessional Paper XIV. of 1939.

Head 70.—Archaeological Department.

	Non-new Entrant Scales.		Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.	
		Rs.	Rs.	Rs.		Rs.
Draughtsmen : Class I.	1 at	3,000—4,080	2,568—3,408	} 2,568—3,408	} Class I. ..	900—2,280
	(E.B. before Rs. 3,600)	9 of 120 2,400—3,600	7 of 120			10 of 48 and 15 of 60
	1 at	6 of 100, 5 of 120 (E.B. before 3,000)	2,070—3,150	} 7 of 120	} Class II. ..	1,296—1,620
Class II.		900—2,820	10 of 108			Grade I. ...	9 of 36 480—1,260
		16 of 120 (Halts of 2 years on 1,500 and 2,100 : E.B.B. before 1,620 and 2,220)	720—2,448	} 720—2,448	} Grade II. ..	26 of 30 (E.B. before 900)
		1,080—2,160	16 of 108			16 of 108 (Halts of 2 years on 1,260 and 1,800 : E.B.B. before 1,368 and 1,908)	This post should in future be filled from the General Clerical Service
Chief Clerk	..	10 of 108	936—1,800	480—1,200	480—1,260	
Stores Clerk	..	—	8 of 108	(a) 24 of 30 480—1,200	26 of 30 (E.B. before 900)	This post is to be suppressed
Librarian	..	—	—	(a) 24 of 30 840—1,200	540—1,260	
Photographer	..	840—1,200	672—960	6 of 60	24 of 30 (E. B. before Rs. 900)	
		6 of 60	6 of 48	600—900	10 of 30	This post is to be suppressed
Assistant Photographer	..	—	—	(a) 10 of 30	On different daily rates of pay	Vide paragraph 978.
Overseers	..	—	—			
Head 71.—Colombe Museum.						
Director	..	£900—1,200	9,000—12,000	10,800—14,400	9,120—12,000	
		6 of 50	5 of 600	6 of 600	8 of 360	
Assistant in Systematic Entomology	..	£300—450	4,000—6,000	4,200—6,360	3,300—6,000	
		(b) 10 of 15	10 of 200	6 of 360	15 of 180 (E.B. before 4,560)	

				3,300—6,000
				15 of 180
			(c) £500—960	(E.B. before 4,560)
Assistant in Ethnology ..	—	—	2 of 30, 1 of 40, 12 of 30	Efficiency Bar 6,240—9,600
				14 of 240
				(E.B. before 8,400)
Probationer in Ethnology ..	—	—	(d) 2,700/3,200—6,000	2,400—3,000
				5 of 120
Secretary and Librarian ..	3,000	2,775	14 of 200 3,600—5,400	3,000—5,160
				12 of 180
				(E.B.B. before 3,720 and 4,440)
				Chief Assistant :
Assistant Librarians ..	600—1,500	480—1,200	1 at 1,200—2,376	1,356—1,680
	12 of 75	12 of 60		
				9 of 36
				(E.B. before 1,500)
				Others :
				480—1,320
				28 of 30
				(E.B. before 900)
				1,356—1,680
Taxidermist ..	1 at 1,500—3,000	1,200—2,400	1 at 14 of 84 (E.B.B. before 1,620 and 2,040)	1 at
	15 of 100	15 of 80	600—1,500	9 of 36
				(E.B. before 1,500)
				480—1,320
	2 at 480—1,200	420—1,020	1 at 12 of 75 480—1,200	Others at
	10 of 72	20 of 30	1 at 24 of 30 1,200—2,400	28 of 30
				(E.B. before 900)
				15 of 80
				480—1,200
				24 of 30

(a) New post.

(b) The salary of the present holder of the post was raised to £450—25—600 from October 1, 1935.

(c) New post—*Vide* Estimates for 1936—37.

(d) New post—*Vide* Estimates for 1934—35.

Head 71.—Colombo Museum.—*contd.*

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs. 900—2,820	Rs. —	Rs. 720—2,448	Rs.
Draughtsman	16 of 120 (2 years' halts on 1,500 and 2,100; E.BB. before 1,620 and 2,220)	—	16 of 108 (2 years' halts on 1,260 and 1,800; E.BB. before 1,368 and 1,908)	Class II. : Grade II. 480—1,260 28 of 30 (E.B. before 900) Grade I. 1,296—1,620 9 of 36 Class I. 900—2,280
Preparation Assistants ..	1 at 600—1,080 8 of 60 480—1,200	} 420—1,020 20 of 30	480—1,200 24 of 30	480—1,320 28 of 30 (E.B. before 900)
Gardener	1 at 15 of 48 300—390		540	360—480 10 of 12 450—810	360—480 10 of 12 420—780
Inspector of Watchers ..	10 of 36 600—750	12 of 24 480—600	10 of 36 480—600	12 of 30 438—600
Collectors of Specimens ..	1 at 5 of 30 300—450	5 of 24 300—408	5 of 24 300—408	1 at 9 of 18 300—420
	4 at 10 of 15 300—450	9 of 12 300—408	9 of 12 300—408	Others at 10 of 12 300—420
Carotaker of Live Animals ..	10 of 15 900—1,440	9 of 12 720—1,260	9 of 12 720—1,260	10 of 12 480—1,320
Clerk-in-Charge, Kandy Museum ..	3 of 180	5 of 108	5 of 108	28 of 30 (E.B. before 900)

Head 73.—Colombo Port Commission.

<i>General Administration.</i>		£800—1,160	4,500—6,600	<i>Vide</i> paragraph 748 of Sessional Paper VIII. of 1934	
Secretary	12 of 30	6 of 350	2,700/3,600—6,900	C. C. S. On probation: 2,400—3,000 5 of 120 E.B. On confirmation: 3,300—6,000 15 of 180 (E.B. before 4,560)	
Assistant Secretary	—	—	(a) 300		
Invoice Clerk	1,800—2,400	1,440—1,920	Post to be filled by a member of Class II. of the General Clerical Service		
<i>Granaries.</i>	8 of 75	5 of 96	420—600		
Overseer	480—720	420—600	420—600		
Head Watcher	4 of 60 546	6 of 30 442	6 of 30 442	No change. No change.	
<i>Master Attendant's Department.</i>	£900—1,100	9,000—11,000	£900—1,100	} <i>Vide</i> paragraph 1000	
Master Attendant	5 of 40 £650—800	5 of 400 6,500—7,800	5 of 40 £650—800		
Deputy Master Attendant	5 of 30 £600—800	4 of 325 5,000—6,500	5 of 30 £600—800		
Pilots	8 of 25 1,300	10 of 150 1,152	8 of 25 1,300		1,200 (c)
Head Signaller	—	—	(b) 1,224		1,080 (c)
Leading Signallers	504—1,164	420—940	480—960	480—960	
Signallers	11 of 60 480—732	13 of 40	10 of 48 480—660	16 of 30 (c) 492—660	
Telephone Clerks	36	—	15	12	
Head Serang	1,050	900	1,050	960	
Leading Serang	948	804	948	900	
Serangs	840	720	840	No change.	
Head Coxswain	840	720	840		
Coxswains	720	612	720		
Boathouse Superintendent	—	—	990—2,500 (d) 100	900—2,100 20 of 60	

(a) New post—*Vide* Estimates, 1934—35.
(b) New posts—*Vide* Estimates, 1937—38.

(c) *Vide* paragraph 1001.
(d) *Vide* Estimates 1938—39.

Head 73.—Colombo Port Commission—contd.

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CEYLON SESSIONAL PAPERS, 1930.

		Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
		Rs.	Rs.	Rs.	Rs.
<i>Tugs.</i>					
Masters	..	1 at £550 Others 4,800—5,600 at	5,025 3,840—4,480	£550 4,800—5,400	<i>Vide</i> paragraph 1006 4,200—4,800
Second Masters	..	5 of 160 1 at £500 Others 4,000—4,800 at	5 of 128 4,350 3,200—3,840	5 of 120 £500 3,960—4,560	5 of 120 <i>Vide</i> paragraph 1006 3,000—4,200
Succanies	..	5 of 160	5 of 128	5 of 120	10 of 60, 5 of 120 (E.B. before 3,600)
Lascars	..	672	576	672	
Stewards	..	504	420	504	
Cooks	..	450	390	450	
Mess Attendants	..	450	390	420 312	
<i>Colombo Lights.</i>					
Lightkeepers	..	1,200	1,080	Class I. : 1 on 1,200 Others on 840	Head Lightkeepers : 840
		840	720		
		546—756	465—645	Class II. : 546—756 7 of 30	Assistant Lightkeepers : 462—588 6 of 21
		7 of 30	9 of 20		
504—588	420—500	Class III. : 504—588 4 of 21 216—276			
4 of 21	4 of 20	Class IV. : 10 of 6			
		396	360		
<i>Harbour Engineer's Department.</i>					
Harbour Engineer	..	£1,350—1,550	10,200—12,600	15,000—17,400	13,200—15,000
		4 of 50	4 of 600	4 of 600	5 of 360
Chief Assistant Harbour Engineer	..	£1,000—1,150	9,000—10,800	12,000—14,400	9,840—12,000
		3 of 50	3 of 600	5 of 480	6 of 360

First Assistant Harbour Engineer ..	(a) £850—1,050	6,600—8,400	8,760—11,520	5 of 240 6,240—9,600
Second Assistant Harbour Engineer ..	5 of 40 (2 years on 850)	5 of 360	5 of 384, 2 of 420 (E. B. before 10,296)	14 of 240 (E.B. before 8,400) 3,300—6,000
Extra Assistant Engineer ..	—	—	4,200—6,360	6 of 360 (b)
Mechanical Superintendent ..	£700—1,050	5,400—7,200	8,760—11,520	15 of 180 (E.B. before 4,560) 8,400—9,600
Deputy Mechanical Superintendent ..	10 of 30, 1 of 50 £500—780	9 of 200 4,800—6,600	5 of 384, 2 of 420 6,000—8,520	5 of 240 6,240—7,680
Electrical Engineer ..	—	—	7 of 360 (E. B. before 7,440) 3,960—6,360	6 of 240 3,300—6,000
Docking and Slipping Master (Graving Dock and Patent Slip) ..	£500—700	4,800—6,000	240 and 360 £500—700	15 of 180 (E.B. before 4,560)
Assistant Docking and Slipping Master, Graving Dock and Patent Slip ..	8 of 25 £350—550	6 of 200 3,000—4,500	8 of 25 £350—550	No scales proposed; vide paragraph 1015
Second Assistant Docking and Slipping Master, Graving Dock and Patent Slip	8 of 25 4,000—6,100	10 of 150 2,880—3,600	8 of 25 4,000—6,100	
Engineer, Graving Dock and Patent Slip	7 of 300 £400—525	5 of 144 3,600—4,200	7 of 300 5,400—6,600	
Foremen :	5 of 25	4 of 150	4 of 300 6,000—7,500	5,100—6,360
Oil Facilities Officer ..	£480—550	4,200—4,500	5 of 300 5,100—6,600	7 of 180
Harbour ..	1 of 20, 2 of 25 £340—500	2 of 150 2,880—4,000	5 of 300 1,800—3,600	6,000—7,200
Platelayer ..	8 of 20 2,160—4,200	8 of 140 2,106—3,750	15 of 120 E.B. before 2,640) 5,400—6,600	5 of 240 5,100—6,360
Mechanical Foreman ..	7 of 120, 8 of 150 (E.B. before 3,150) £380—440	10 of 126, 3 of 128 3,168—3,600	4 of 300	7 of 180 1,740—3,000
	3 of 20	3 of 144		14 of 90 (E.B. before 2,460) 5,100—6,360
				7 of 180

(a) This scale was later reduced to £600—12 of 30—960.

(b) Rs. 2,400—120—3,000 for an officer without full engineering qualification.

Head 73.—Colombo Port Commission—*contd.*

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Assistant Mechanical Foreman ..	£320—380	2,736—3,168	Post to be abolished	3,720—4,800
	3 of 20	3 of 144		6 of 180
Boilersmith and Ship Repairer ..	£400—525	3,600—4,200	6,000—7,500	6,000—7,200
	5 of 25	4 of 150	5 of 300	5 of 240
Building Supervisor and Foreman of Carpenter Shop	3,000—4,800	2,400—3,840	2,400—3,840	2,100—3,000
	9 of 200 (E.B. before 4,000)	12 of 120	12 of 120	10 of 90
Trains and Goods Officer ..	4,000—6,300	3,200—4,700	2,680—4,000	2,400—3,960
	4 of 200, 5 of 300 (E.B. before 5,100)	10 of 150	6 of 120, 4 of 150 (3 years on 3,550; E.B. before 3,700)	10 of 84, 6 of 120 (E.B. before 3,240)
Clerks (Harbour Engineer's Clerical Ser- vice):				
Class I., Grade I. . .	2,860—3,100	1,668—2,748	Vacancies to be filled by members of the Genera. Clerical Service	—
	2 of 120	10 of 108		
Grade II. . .	1,900—2,740	(E.B. before 2,532)		
	7 of 120	480—1,560		
Class II. . .	540—1,780			
	9 of 40, 11 of 80 (E.B. before 980)	10 of 36, 10 of 72 (E.B. before 912)		
Navigating Master of Dredger ..	4,800—5,600	4,500	4,800—5,400	4,200—4,800
	5 of 160	3,900—4,500	5 of 120	5 of 120
First Engineer and Dredging Master ..	£440—550		6,000—7,500	6,000—7,200
	4 of 20, 1 of 30	4 of 150	5 of 300	5 of 240
Second Engineer of Dredger ..	£340—400	3,168—3,600	5,100—6,000	4,800—5,700
	3 of 20	3 of 144	3 of 300	5 of 180

Master of Barges	—	—	2,100—2,700	1,800—2,400
Divers	£400	3,000	8 of 75	10 of 60
	£380—440		5,100	4,800
	3 of 20	3,168—3,600	5,100—6,000	4,800—5,700
	£340—400	3 of 144	3 of 300	5 of 180
Engineers of Tugs	3 of 20			
	£320—380	2,736—3,168	4,200—5,100	3,720—4,800
	3 of 20	3 of 144	3 of 300	6 of 180
	4,200—5,100			
	3 of 300			
Drivers :—				
Head Drivers of Tugs	1,800	1,440	1,800	1,680
Assistant Drivers of Tugs	1,665	1,332	1,500	
Drivers of Pilot launches	945—1,035	780	900	
	2 of 45			
	900—945	720		
Drivers of Harbour Launches	1 of 45			
Greasers and Firemen :				No change
Greasers of Tugs	690—720	576	600—630	
	1 of 30		1 of 30	
Firemen of Tugs	690—720	576	600	
	1 of 30			
Firemen of Launches	480—510	408	480	
	1 of 30			
Succany of Port Health Officer's Launch	300—444	300—420	300—420 ^(a)	480—600
	24 of 6	20 of 6	20 of 6	10 of 12
Boatman	300—444	300—420	300—420	No change
	24 of 6	20 of 6	20 of 6	

(a) This scale has been increased to Rs. 540—9—630.

Head 73.—Colombo Port Commission—*contd.*

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Draughtsmen :				
Class I. 	<u>3,000—4,080</u>	<u>2,568—3,408</u>	<u>2,568—3,408</u>	Class II. : Grade II. : <u>480—1,260</u> 28 of 30 (E.B. before 900) 1,296—1,620 Grade I. : <u>9 of 36</u> Class I. : <u>900—2,280</u> Grade II. : 10 of 48 & 15 of 60 (E.B. before 1,560) 2,340—3,180 Grade I. : 10 of 84 1,290—2,460 13 of 90 660—1,800 19 of 60 (E.B. before 1,260) 2,880—4,200
Class II. 	<u>9 of 120</u> <u>900—2,820</u>	<u>7 of 120</u> <u>720—2,448</u>	<u>7 of 120</u> <u>720—2,448</u>	
	<u>16 of 120</u> (2 years' halts on 1,500 and 2,100; E.B. be- fore 1,620 and 2,220)	<u>16 of 108</u>	<u>16 of 108</u> (2 years' halts on 1,200 and 1,800; E.B. before 1,368 and 1,908)	
Surveyors :				
Grade I. 	<u>3,000—4,080</u>	<u>2,568—3,408</u>	<u>2,160—2,880</u>	
Grade II. 	<u>9 of 120</u> <u>900—2,820</u>	<u>7 of 120</u> <u>720—2,448</u>	<u>6 of 120</u> <u>1,080—2,040</u>	
	<u>16 of 120</u> (2 years' halts on 1,500 and 2,100; E.B. be- fore 1,620 and 2,220)	<u>16 of 108</u>	<u>8 of 120</u>	
	<u>3,300—4,200</u>	<u>2,400—3,300</u>	<u>3,300—4,200</u>	
Electrician 	<u>5 of 180</u>	<u>6 of 150</u>	<u>5 of 180</u>	<u>11 of 120</u>
Counterman 	<u>450</u> <u>660—1,200</u>	<u>408</u> <u>540—960</u>	<u>408</u> <u>540—960</u>	<u>492—900</u>
Checker 	<u>9 of 60</u>	<u>10 of 42</u>	<u>10 of 42</u> <u>1,200—1,560</u>	<u>17 of 24</u>
Crane Inspector (Daily-paid) ..	<u>1,688</u>	<u>1,350</u>	<u>6 of 60</u>	—

Head 74.—Ports other than Colombo.

<i>Master Attendant, Galle.</i>					
Assistant Master Attendant and Pilot ..	—	—	£600—800	Vide paragraph 1000	
			8 of 25		480—960
Signallers ..	—	—	504—1,164		16 of 30
			11 of 60		600—720
Carpenter and Blacksmith ..	—	—	672—720	10 of 12	
			4 of 12		

Head 75.—Post Office and Telegraphs.

Postmaster-General ..	£1,600—1,750 3 of 50 (C. C. S. Cl.I. Gr. I.) £900—1,150	13,200—15,600 3 of 800	C. C. S. £1,400—1,550	}	15,000
Assistant Postmaster-General ..	5 of 50 6,000—8,000	9,000—12,000 6 of 500	(a) 3 of 50 9,300—15,000		8,400—13,800
Office Assistant to the Postmaster-General ..	5 of 400 £420—570	} 4,500—6,000	3 of 500, 7 of 600	15 of 360	
Superintendent of Mails ..	5 of 30 6,000—8,000		5 of 300	4,500—6,000	3,600—5,460
Superintendent, Equipment Section ..	5 of 30 6,000—8,000	3,800—4,500	5 of 300	4 of 240, 3 of 300	
Divisional Superintendents ..	5 of 400 5,000—7,000	6 of 150 4,200—5,400	8 of 150 4,200—5,400	Post is to be abolished	
Postal Probationers ..	10 of 200	10 of 120	8 of 150	3,150—4,800	
			While in training : 2,700 On confirmation : 3,200—6,000	11 of 150 (E. B. before 3,900)	
			(b) 14 of 200	2,400—3,000	
				5 of 120	

(a) This is the scale proposed to be assigned to the post when in May, 1940, it is filled by the officer who was recruited from overseas as Assistant Postmaster-General to be trained to fill the post of Postmaster-General.

(b) Scales according to a scheme accepted by the State Council in July, 1934 for recruiting University Graduates for training for staff posts in the Department.

Head 75.—Post Office and Telegraphs—(contd.)

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Investigating Inspectors ..	4,400—4,800 2 of 200 £540—720	4,000 5,400—6,000	3,550—4,000 3 of 150 6,400—8,800	2,760—3,960 10 of 120 (2 years' halt on 3,240; E. B. before 3,360) 5,700—7,800
Superintendent of Telecommunication Traffic	2 of 30, 3 of 40 6,000—8,000	4 of 300 4,500—6,000	6 of 400 4,500—6,000	7 of 300 3,600—5,460
Assistant Superintendent of Telecom- munication Traffic ..	5 of 400 £320—400	5 of 300 3,200—4,080	5 of 300 3,200—4,160	4 of 240, 3 of 300 1,740—3,000
Lady Supervisor of Telephones ..	(a) 8 of 10 1,960—2,800	8 of 110 1,680—2,436	8 of 120 1,680—2,436	14 of 90
Assistant Lady Supervisors of Tele- phones ..	7 of 120	7 of 108	7 of 108	These posts are to be abolished
Postal Clerical Service :—				
Special Class ..	4,400—4,800 2 of 200	{ Grade I. 4,000 Grade II. 3,800 Grade III. 3,600 }	3,550—4,000 3 of 150	{ Class I. Special Grade 3,360—3,960 5 of 120 2,340—3,180
Class I. ..	2,920—3,880 8 of 120 760—2,800	2,544—3,300 7 of 108 600—2,436	2,544—3,300 7 of 108 672—2,436	Grade I. 10 of 84 900—2,280
Class II.	9 of 80, 11 of 120 (E.BB. before 1,600 and 2,200) 480—1,200	9 of 72, 11 of 108	8 of 72, 11 of 108 (E.BB. before 1,356 and 1,896) 480—1,200	Grade II. 10 of 48, 15 of 60 (E.B. before 1,560) Class II. 1,296—1,620
Class III. ..	15 of 48 (E.BB. before 768 and 1,008)	—	24 of 30 (E.BB. before 660, 840, and 1,020)	Grade I. 9 of 36 480—1,260 Grade II. 26 of 30 (E.B. before 900)

Postmasters and Signallers :—

Special Class	(5 at 4,800 5 at 4,400 2,920—3,880	4,000 3,600 2,544—3,300	4,000 3,600 2,544—3,300	Class I. : Special Grade: † the number at 3,960 † the number at 3,600 † the number at 3,360 2,340—3,180 Grade I. — 10 of 84 900—2,280 Grade II. — 10 of 48, 15 of 60 (E.B. before 1,560) Class II. : 1,296—1,620 Grade I. — 9 of 36 480—1,260 Grade II. — 26 of 30 (E.B. before 900) This grade is to be abolished : see also paragraph 1072 do. Class A : Allowances ranging from 540 to 1,152 Class B : Existing rates Vide paragraph 1077 for de- tails of the new scheme There will be no new entrants to this grade
Class I.	8 of 120 760—2,800	7 of 108 600—2,436	7 of 108 672—2,436	
Class II.	9 of 80, 11 of 120 (E.B. before 1,600 and 2,200)	9 of 72, 11 of 108	8 of 72, 11 of 108 (E.B. before 1,356 and 1,896)	
Local Postmasters	900—1,300 8 of 50 (3 years on 900) 550—1,200	744—1,104 10 of 36	780—1,104 9 of 36 (3 years on 780) 492—960	
Local Assistants	13 of 50	14 of 36	13 of 36	
Sub-Postmasters (b)	360	360	360	
Tamil Transliterators	450—650 4 of 50	408—540 4 of 33	—	

(a) The scale was altered to $\frac{£400-500}{25}$ from October 1, 1936.

(b) These officers are paid on a scale of remuneration based on unit of work subject to a minimum of Rs. 30 per mensem.

Head 75.—Post Office and Telegraphs—*contd.*

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Cash Counter	540—660 4 of 30 1,100—1,340	440—520 4 of 20 900—1,080	440—520 4 of 20 (a) 900—1,080	420—720 10 of 30 780—1,080
Telephone Monitors	2 of 120 480—900	2 of 90 420—720	2 of 90 420—720	10 of 30 420—720
Female Telephonists	1 of 60, 5 of 72 640—1,200	6 of 50 512—960	6 of 50 600—960	10 of 30 480—960
Night Telephonists	7 of 80 420—600	7 of 64 —	6 of 60 360—480	16 of 30 360—480
Male Telephonists	12 of 15 240—300	240—300	10 of 12 240—300	10 of 12 240—300
Matrons	10 of 6 650—1,050	10 of 6 480—720	10 of 6 480—720	10 of 6 480—720
Cycle Overseer	8 of 50 360—420	10 of 24 360—408	10 of 24 360—408	10 of 24 360—420
Assistant Cycle Overseer	5 of 12 600—900	4 of 12 480—720	4 of 12 480—720	5 of 12 480—720
Inspectors of Telegraph Messengers	4 of 25, 5 of 40 420—660	10 of 24 408—540	10 of 24 408—540	10 of 24 360—480
Stamp Counter	8 of 30 360—600	11 of 12 360—510	11 of 12	10 of 12
Mail Guards	20 of 12	15 of 10		

These employees are to be replaced gradually by post-men.

Postmen :					
Colombo City .. ..	..	360—510		360—480	360—480
Central Province .. ..	..	15 of 10		12 of 10	20 of 6
Province of Uva .. ..	..			
Western Province (other than Colombo)					
Southern Province .. ..	..	300—450	270—470	300—450	
North-Western Province .. ..	..	15 of 10	20 of 10	15 of 10	300—450
North-Central Province .. ..	..				25 of 6
Province of Sabaragamuwa .. ..	..			
Northern Province .. ..	..	270—420		270—420	
Eastern Province .. ..	..	15 of 10		15 of 10 ^(b)	
Post and Telegraph Peons :					
Colombo City .. ..	..	300—444		300—420	300—420
Central Province .. ..	..	24 of 6		20 of 6	20 of 6
Province of Uva .. ..	..			
Western Province (other than Colombo)					
Southern Province .. ..	..	264—408	240—420	264—408	264—408
North-Western Province .. ..	..	24 of 6	30 of 6	24 of 6	24 of 6
North-Central Province .. ..	..			
Province of Sabaragamuwa .. ..	..			
Northern Province .. ..	..	240—384		240—384	
Eastern Province .. ..	..	24 of 6		24 of 6 ^(c)	

(a) This scale was later replaced by Rs. 390—30—660.

(b) This scale has been increased to Rs. 300—15 of 10—450 which is the scale for other Provinces.

(c) This scale has been increased to Rs. 264—408 which is the scale for other Provinces.
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Head 75.—Post Office and Telegraphs—(contd.)

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CEYLON SESSIONAL PAPERS, 1933.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Mail Runners and Porters :				
Colombo City	300—360		300—360 10 of 6	300—360 10 of 6
Central Province	10 of 6			
Province of Uva				
Western Province (other than Colombo)	264—330	—	264—330 11 of 6	264—330
Southern Province				
North-Western Province	11 of 6			11 of 6
North-Central Province				
Province of Sabaragamuwa	240—300		240—300	
Northern Province	10 of 6		10 of 6 ^(a)	
Eastern Province				
Telecommunication Engineering Branch.				
Chief Telecommunication Engineer ..	£1,050—1,250 4 of 50 £800—960 ^(b)	9,000—12,000 5 of 600 6,600—8,400	13,200—15,000 3 of 600 11,280—12,240	10,200—13,800 10 of 360
Assistant Chief Telecommunication En- gineer	4 of 40 £500—810 ^(c)	5 of 360 4,800—7,200	2 of 480 7,200—10,800	Post to be suppressed 6,240—9,600
Divisional Telecommunication En- gineers (d)	2 of 30, 1 of 40, 7 of 30 (600 on completing 30 years of age)	10 of 240	10 of 360 (E.B. before 9,000)	14 of 240 (E.B. before 8,400)
Telecommunication Engineers ..	£450—600 5 of 30	4,500—5,700 6 of 200	5,580—6,660 3 of 360	Grade I : 3,300—6,000 ^(e) 15 of 180 (E.B. before 4,560)
Assistant Telecommunication Engineers	5,000—7,000 10 of 180, 1 of 200	3,800—4,500 6 of 150	3,960—5,160 4 of 300	Grade II : 3,150—4,800 11 of 150 (E.B. before 3,900)

Junior Telecommunication Engineers ..	—	—	—	2,400—3,000
Chief Inspectors ..	4,400—4,800	3,600	3,550—4,000	5 of 120 3,360—3,960
Inspectors :	2 of 200		3 of 150	5 of 120
Class I. ..	2,920—3,880	2,544—3,300	2,544—3,408	2,340—3,180
Class I. ..	8 of 120 880—2,800	7 of 108 600—2,436	8 of 108 816—2,436	10 of 84 612—2,280
Class II. ..	9 of 80, 10 of 120 (E.BB. before 1,720 and 2,320)	9 of 72, 11 of 108	6 of 72, 11 of 108 (E.BB. before 1,680 and 2,112)	16 of 48, 15 of 60 (E.B. before 1,660)
Broadcast Station Superintendent ..	—	—	3,960—5,160 (f)	3,600—4,800
Broadcast Announcer ..	2,500	1,800	300 1,800—2,400	10 of 120 1,200—2,400
Draughtsmen :			5 of 120	10 of 48, 12 of 60 (E.B. before 1,740)
Class I. ..	3,000—4,080	2,568—3,408	2,568—3,408	Class I. : Grade I. 2,340—3,180
Class I. ..	9 of 120	7 of 120	7 of 120	10 of 84 900—2,280
Class II. ..	900—2,820	720—2,448	720—2,448	Grade II. 10 of 48, 15 of 60 (E.B. before 1,660)
Class II. ..	16 of 120 (2 years' halts on 1,500 and 2,100; E.BB. before 1,820 and 2,220)	16 of 108	16 of 108 (2 years' halts on 1,260 and 1,800; E.BB. before 1,368 and 1,908)	Class II. : Grade I. 1,296—1,620
				9 of 36 480—1,260
				Grade II. 26 of 30 (E.B. before 900)

Rs. 264—330

(a) This scale has been increased to — which is the scale for other Provinces.

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(b) This scale was later reduced to £900—40—1,140.

(d) This designation will under our proposals be altered to Superintending Telecommunication Engineers.

(e) This scale is applicable only to those officers with full professional qualifications.

(c) This scale was later reduced to £800—40—920.

(f) New post—Vide Estimates 1936-37.

Head 75.—Post Office and Telegraphs.—(contd.)

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Assistant Telegraph Storekeeper ..	2,920—3,880 8 of 120	2,544—3,300 7 of 108	2,544—3,300 7 of 108	1,680—2,280 10 of 60 (E.B. before 1,980)
Storemen : Class II. ..	780—2,100 10 of 60, 6 of 120 (E.B. at 1,500)	624—1,680 16 of 66	624—1,680 16 of 66 (E.B. before 1,218)	Grade I. 1,296—1,620 9 of 36 480—1,260 Grade II. 26 of 30 (E.B. before 900)
Head Overseers :				
Class I. ..	1,700—2,300 6 of 100	1,440—1,980 6 of 90	1,440—1,980 6 of 90	1,296—1,620 9 of 36
Class II. ..	1,200—1,500 5 of 60	1,020—1,320 6 of 50	1,020—1,320 6 of 50	960—1,260 10 of 30
Overseers ..	900—1,200 10 of 30	720—960 10 of 24	720—960 10 of 24	600—960 12 of 30 (E.B. before 900)
Skilled Workmen :				
Class I. ..	600—840 10 of 24	480—672 8 of 24	} To be replaced by daily- paid employees }	—
Class II. ..	360—540 10 of 18	360—450 5 of 18		
Linemen :				
Class I. ..	600—720 5 of 24	480—600 8 of 15	480—672 8 of 24	480—660 15 of 12
Class II. ..	360—600 12 of 30	360—480 8 of 15	360—540 10 of 18	360—480 10 of 12

Lorry Driver	600—780 6 of 30	480—624 6 of 24	—	Post to be abolished with the retirement of the present holder
Van Driver	—	—	480—600 4 of 30 (a)	This employee should be on daily rates of pay
Head 76.—Public Works Department.				
Director	£1,600—1,750	16,400—18,000	18,000—19,800	18,000
Deputy Director	3 of 50 £1,350	2 of 800 12,600	2 of 900 15,900	14,400
First Assistant Director	£1,050—1,250	9,600—12,000	12,600—15,000	} 1 on
Second Assistant Director	4 of 50 £1,000—1,200	4 of 600 9,000—12,000	4 of 600 12,000—14,400		10,200—12,720
Office Assistant	5 of 40 £420—600	5 of 600 4,500—6,600	4 of 600 4,500—6,600	7 of 360
	6 of 30	6 of 350	6 of 350 6,840—14,400	3,600—6,000
Engineering Assistant	(b) £1,000—1,200 5 of 40	9,000—12,000 5 of 600	10 of 384, 2 of 420 and 6 of 480 (E. BB. before 9,528 and 12,000)	8 of 300 6,240—12,000
Chief Architect	£1,000—1,200 5 of 40	9,000—12,000 5 of 600	12,000—14,400 5 of 480	15 of 240, 6 of 360 (E. BB. before 8,400 and 9,840)
Assistant Architects	£500—960 2 of 30, 1 of 40, 12 of 30 (E. BB. before 720 and 870; 600 on completing 30 years of age)	4,800—8,400 10 of 360	4,200—6,360 6 of 360 Efficiency Bar 6,840—11,520 10 of 384, 2 of 420 (E. B. before 9,528)	Grade II.: 3,300—6,000 15 of 180 Grade I.: 6,240—9,600 14 of 240 (E. B. before 8,400)

(a) New post—*vide* Estimates 1938-39.

(b) The designation of this post will under our proposals be altered to Chief Engineer, Designs.

Head 76.—Public Works Department.—(contd.)

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CEYLON SESSIONAL PAPERS, 1930.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Junior Assistant Architects ..	—	—	2,700—3,600	2,400—3,000
Drawing Office Assistants ..	4,000—7,000	3,000—4,500	6 of 150 4,000—5,800	5 of 120 3,150—4,800
Provincial Engineers (a) ..	16 of 180, 1 of 120 (E. BB. before 5,260 and 6,340) £1,000—1,200	10 of 150 9,000—12,000	10 of 180 (E. B. before 4,900) 12,000—14,400	11 of 150 (E. B. before 3,900) 9,840—12,000
District Engineers (b) ..	5 of 160 £500—960	5 of 600 4,800—8,400	5 of 480 6,840—11,520	6 of 360 6,240—9,600
Assistant Engineers : Grade I. Grade II. ..	2 of 30, 1 of 40, 12 of 30 (E.B.B. before 720 and 870 ; 600 on completing 30 years of age) 4,000—7,000 16 of 180, 1 of 120 (E.B.B. before 5,260 and 6,340)	10 of 360 3,000—4,500 10 of 150	10 of 384, 2 of 420 (E.B. before 9,528) Grade I. 4,200—6,360 6 of 360 Grade II. 4,000—5,800 10 of 180 (E.B. before 4,900) 2,700—3,600	14 of 240 (E.B. before 8,400) 3,300—6,000 15 of 180 (E.B. before 4,580) 3,150—4,800 11 of 150 (E.B. before 3,900) 2,400—3,000
Junior Assistant Engineers ..	2,400—2,880	—	6 of 150 2,520—3,600	5 of 120 1,740—3,000
Inspectors ..	4 of 120 3,000—3,600	2,400—2,880	6 of 180	14 of 90 (E.B. before 2,460)
	5 of 120	4 of 120		

Sub-Inspectors (previously designated as Head Overseers Grades I. and II.)	<u>1,700—2,300</u> 6 of 100 <u>1,200—1,500</u> 5 of 60	<u>1,440—1,980</u> 6 of 90 <u>1,020—1,320</u> 6 of 50	<u>1,700—2,276</u> 6 of 96 Efficiency Bar <u>1,200—1,500</u> 5 of 60	<u>720—1,680</u> 10 of 42, 10 of 54 (E.B. before 1,194)
Draughtsmen :				
Special Class	4,800	3,900	3,900	Class I.:
Class I.	<u>3,000—4,080</u>	<u>2,568—3,408</u>	<u>2,568—3,408</u>	Special Grade
	9 of 120	7 of 120	7 of 120	3,720
				<u>2,340—3,180</u>
Class II.	<u>900—2,820</u>	<u>720—2,448</u>	<u>720—2,448</u>	Grade I.
	16 of 120	16 of 108	16 of 108	10 of 84
	(Halts of 2 years at 1,500 and 2,100; E.B.B. before 1,620 and 2,220)		(Halts of 2 years on 1,260 and 1,800; E.B.B. before 1,368 and 1908)	<u>900—2,280</u>
				Grade II.
				10 of 48, 15 of 60 (E.B. before 1,660)
				Class II.:
				<u>1,296—1,620</u>
				Grade I.
				9 of 36
				<u>480—1,260</u>
				Grade II.
				26 of 80 (E.B. before 900)
Motor Car Driver	<u>900—1,320</u>	<u>600—900</u>	<u>600—900</u>	Post is to be abolished
	7 of 60	10 of 30	10 of 30	
Telephone Operator	<u>480—732</u>	<u>408—540</u>	<u>480—660</u>	do.
	7 of 36	11 of 12	12 of 15	
Artificer for Lithographic Press	<u>450—540</u>	<u>408—540</u>	<u>408—540</u>	<u>360—480</u>
	6 of 15	11 of 12	11 of 12	10 of 12
Plan Printers	—	—	<u>408—540</u>	<u>360—480</u>
			11 of 12	10 of 12

(a) The designation of these posts will under our proposals be altered to Superintending Engineers.

(b) The designation of these posts will under our proposals be altered to Executive Engineers.

Head 76.—Public Works Department—(contd.)

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Factory Engineer	£1,000—1,200 5 of 40	9,000—12,000 5 of 600	12,000—14,400 5 of 480	6,240—12,000 15 of 240 and 6 of 360 (E.B.B. before 8,400 and 9,840) } (a)
Mechanical Engineer	£500—780 2 of 30, 1 of 40, 6 of 30 (E.B. before 720 ; 600 on completing 30 years of age)	4,800—7,200 8 of 300	6,840—9,912 8 of 384 (E.B. before 9,528)	
Assistant Mechanical Engineers (b)	£500—780 2 of 30, 1 of 40, 6 of 30 (E.B. before 720 ; 600 on completing 30 years of age)	4,800—7,200 8 of 300	6,840—9,912 8 of 384 (E.B. before 9,528)	Grade II. : 3,300—6,000 15 of 180 (E.B. before 4,560)
Junior Assistant Mechanical Engineers(b)	—	—	1,200—1,500 5 of 60 Efficiency Bar 1,700—3,276 6 of 96 Efficiency Bar 2,520—3,600 6 of 180 Efficiency bar 4,000—5,800 10 of 180	Grade I. : 6,240—9,800 14 of 240 (E.B. before 8,400) 720—1,680 10 of 42 and 10 of 54 (E.B. before 1,194) 1,740—3,000 14 of 90 (E.B. before 2,460) Efficiency Bar 3,150—4,800 11 of 150 (E.B. before 3,900)

Shop Foremen :						
Grade I	—	—	1,700—2,276	(c)	1,194—1,680	
			96		9 of 54	
			Efficiency Bar		Efficiency Bar	
			2,520—3,600		1,740—3,000	
			180		14 of 90	
			Efficiency Bar		(E.B. before 2,460)	
			4,000—5,800		Efficiency Bar	
			180		3,150—4,800	
			1,700—2,276		11 of 150	
			96		(E.B. before 3,900)	
Grade II	—	—	2,400—4,200	1,194—1,680		
			180	9 of 54		
			Efficiency Bar	Efficiency Bar		
			2,400—4,200	1,740—3,000		
			180	14 of 90		
				(E.B. before 2,460)		
				Efficiency Bar		
				3,120—3,600		
Minor Supervisors	—	—	1,200—1,500	4 of 120		
			60			
			Efficiency Bar			
			1,700—2,276			
			96			
			1,200—1,500	720—1,680		
Assistant Foremen	—	—	60	10 of 42, 10 of 54		
			Efficiency Bar	(E.B. before 1,194)		
			1,700—2,276			
			96			

(a) This scale is for the combined post of Factory and Mechanical Engineer—*Vide* paragraph 1229 of Part I. of our report.

(b) These posts will under our proposals be redesignated Assistant Factory Engineers and Junior Assistant Factory Engineers.

(c) These posts came into existence on October 1, 1936. The scales are those recommended by the Director of Public Works when the creation of the posts was proposed by him.

Head 76.—Public Works Department—*contd.*

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CEYLON SESSIONAL PAPERS, 1930.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Factory Storekeeper (a) ..	1,900—3,100 10 of 120 (E.B. before 2,860) 540—1,780.	1,668—2,748 10 of 108 (E.B. before 2,532) 480—1,560	1,668—2,748 10 of 108 (E.B. before 2,532) 480—1,560	900—2,280 10 of 48, 15 of 60 (E.B. before 1,560)
Assistant Factory Storekeeper (a) ..	9 of 40, 11 of 80 (E.B. before 980) 1,900—3,100	10 of 36, 10 of 72 (E.B. before 912) 1,668—2,748	10 of 36, 10 of 72 (E.B. before 912) 1,668—2,748	Post is to be suppressed.
Head Timekeeper (a) ..	10 of 120 (E.B. before 2,860) 540—1,780	10 of 108 (E.B. before 2,532) 480—1,560	10 of 108 (E.B. before 2,532) 480—1,560	900—2,280 10 of 48, 15 of 60 (E.B. before 1,560) 480—1,260
Assistant Timekeepers (a) ..	9 of 40, 11 of 80 (E.B. before 980) 1,900—3,100	10 of 36, 10 of 72 (E.B. before 912) 1,668—2,748	10 of 36, 10 of 72 (E.B. before 912) 1,668—2,748	26 of 30 (E.B. before 900)
Storekeeper, P. W. D. Stores (a) ..	10 of 120 (E.B. before 2,860) 540—1,780	10 of 108 (E.B. before 2,532) 480—1,560	10 of 108 (E.B. before 2,532) 480—1,560	Post suppressed.
Assistant Storekeeper, P. W. D. Stores(a)	9 of 40, 11 of 80 (E.B. before 980)	10 of 36, 10 of 72 (E.B. before 912)	10 of 36, 10 of 72 (E.B. before 912)	The present holder of this post is to be transferred to the Government Stores when the amalgamation of the P. W. D. Stores with the Government Stores takes place. On his ultimate retirement or transfer the post should be filled by a member of the Clerical Service.
Factory Clerical Service :				As the present holders of posts in this service retire, the posts will be filled by members of the General Clerical Service.
Class I. ..	1,900—3,100 10 of 120 (E.B. before 2,860) 540—1,780	1,668—2,748 10 of 108 (E.B. before 2,532) 480—1,560	1,668—2,748 10 of 108 (E.B. before 2,532) 480—1,560	
Class II. ..	9 of 40, 11 of 80 (E.B. before 980)	10 of 36, 10 of 72 (E.B. before 912)	10 of 36, 10 of 72 (E.B. before 912)	

		Head 79.—Civil Aviation.		420—600 5 of 36 ^(b)	420—600 10 of 18
Aerodrome Traffic Foreman ..	—	—			
Ceylon Government Railway.					
<i>(1) General Manager's Department.</i>					
General Manager ..	£1,600—1,750 3 of 50	16,400—18,000 2 of 800	18,000—19,800 2 of 900	18,000 9,000—10,200 4 of 300 11,640—13,800 6 of 360 9,000—10,200 4 of 300	
Superintendent, Organization and Staff ..	(c) {	£1,150—1,300 3 of 50	9,600—12,600 5 of 600	13,800—15,600 3 of 600	(d) {
Operating Superintendent ..					
Commercial Superintendent ..					
<i>(2) Chief Accountant's Department.</i>					
Sorter ..	510—600 3 of 30	420—510 6 of 15	420—510 6 of 15	360—480 10 of 12	
<i>(3) Way and Works Department.</i>					
Engineer, Way and Works ..	£1,100—1,300 4 of 50 £900—1,100	9,000—12,600 6 of 600 7,500—9,600	13,200—15,600 4 of 600 10,800—13,200	10,920—13,800 8 of 360 9,000—10,800	
Deputy Engineer ..	5 of 40 £900—1,100	6 of 350 7,500—9,000	5 of 480 10,800—12,720	6 of 300 9,000—10,200	
Assistant Engineer ..	5 of 40 £420—570	5 of 300 3,600—4,800	4 of 480 3,600—4,800	4 of 300 3,000—4,500	
Office Assistant to Engineer, Way and Works ..	5 of 30 £500—960	4 of 300	4 of 300 6,840—11,520	10 of 150 6,240—9,600	
District Engineers ..	2 of 30, 1 of 40, 12 of 30 (E. B.B. before £720 and £870 ; £600 on completing 30 years of age)	4,800—8,400 10 of 360	10 of 384, 2 of 420 (E. B. before 9,528)	14 of 240 (E. B. before 8,400)	

(a) These posts are now held by members of the Factory Clerical Service.

(b) New post appearing in the draft Estimates 1939-40 (Second Print).

(c) These posts were previously designated Deputy General Manager.

(d) This scale is for the post of Operating Superintendent which under our proposals will be re-designated Deputy General Manager and Operating Superintendent.

Ceylon Government Railway—contd.

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Assistant District Engineers	£450—690 8 of 30	4,200—6,600 8 of 300	4,200—6,360 6 of 360	3,300—6,000 15 of 180 (E. B. before 4,560)
Probationary Assistant District Engineers (a)	—	—	During training : 150 a month in Ceylon Usual allowance while abroad. On completion of training : 2700—3,600 6 of 150 On obtaining the A.M.I.C.E. quali- fication : 4,200—6,360 6 of 360 6,840—11,520 10 of 384, 2 of 420 (E.B. before 9,528)	During training : 100 a month in Ceylon. Usual allowance while abroad. On completion of training : 2,400—3,000 5 of 120 On obtaining the A.M.I.C.E. qualification : 3,300—6,000 15 of 180 (E.B. before 4,560)
Signal Engineer	£900—1,100 5 of 40	7,500—9,000 5 of 300	6,840—11,520	6,240—9,600 14 of 240 (E.B. before 8,400)
Probationary Assistant Signal Engineer	—	—	—	Vide paragraph 1166
Lands Officer	£420—570 5 of 30 (c)	3,600—4,800 4 of 300	4,800—6,000 4 of 300	—(d)
Inspectors	£400—500 4 of 25	3,600—4,000 2 of 200	3,900—5,340 6 of 240	3,150—4,800 11 of 150 (E.B. before 3,900)
	£340—420 4 of 20	2,880—3,400 4 of 130		

Bridge Foreman ..	2,160—4,200	1,728—3,366	1,728—3,366	1,380—2,820
Signal Foremen ..	7 of 120, 8 of 150 (E.B. before 3,150) 3,400—4,800	13 of 126	13 of 126 (E.B. before 2,610) 2,550—3,600	6 of 60, 12 of 90 (E.B. before 2,100) 2,100—3,000
Building Foremen ..	7 of 200 2,000—3,000	6 of 150 1,600—2,400	7 of 150 1,600—2,500	1 at 10 of 90 1,380—2,100
	8 of 125	8 of 100	9 of 100	Others at 12 of 60 (E.B. before 1,740) 720—1,356
Assistant Bridge Foremen ..	1,450—1,950	1,140—1,560	1,140—1,560	10 of 42, 4 of 54 (E.B. before 1,194)
Assistant Building Foremen ..	5 of 100	6 of 70	5 of 84	Post is to be suppressed
Assistant Signal Foremen ..	2,250—5,000	2,100—4,000	2,100—4,050	Foremen Platelayers :
Shop Foreman ..	6 of 125, 10 of 200 £345—375	16 of 150 2,940—3,156	13 of 150	Grade I. : 1,740—3,000
Foremen Platelayers ..	2 of 15 2,160—4,200	2 of 108 1,728—3,156	—	14 of 90 (E.B. before 2,460)
	7 of 120, 8 of 150 (E.B. before 3,150)	14 of 102	15 of 120 (E.B. before 2,760)	Grade II. : 720—1,680
Assistant Foremen Platelayers ..	1,450—1,950	1,140—1,560	1,236—1,740	10 of 42, 10 of 54 (E.B. before 1,194)
Surveyors :	5 of 100	6 of 70	6 of 84	
Grade I. ..	3,720—4,800	2,976—3,840	2,976—4,128	2,580—4,020
Grade II. ..	6 of 180 2,700—3,600	6 of 144 2,160—2,880	8 of 144 2,160—2,880	12 of 120 1,290—2,460
	6 of 150	6 of 120	6 of 120	13 of 90

(a) New posts—*vide* paragraph 499 of Sessional Paper XXVIII. of 1935.

(b) Scheme of recruitment recently laid down.

(c) This scale was reduced to 4,800—200—6,600 on July 20, 1933.

(d) When this post next falls vacant, it should be re-designated "Senior Surveyor" and assigned the salary scale allotted to Grade I. Surveyors.

Ceylon Government Railway.—(contd.)

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CEYLON SESSIONAL PAPERS, 1930.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Grade III. (Survey Assistants) ..	1,200 <u>1,350—2,550</u>	1,080—2,040	1,080—2,040	660—1,800
	9 — of 150 8	8 of 120	8 of 120	19 of 60 (E.B. before 1,260)
<i>(4) Mechanical Engineer's Department.</i>				
Mechanical Engineer ..	£1,000—1,100	8,400—9,600	12,000 13,800	10,200—11,280
	2 of 50 £500—960	3 of 400 4,800—8,400	3 of 600 9,912—11,520	3 of 360 6,240—9,600
Deputy Mechanical Engineer ..	2 of 30, 1 of 40, 12 of 30 (E.B. before 720 and 870; 600 on completing 30 years of age) £500—840	10 of 360	2 of 384, 2 of 420	14 of 240 (E.B. before 8,400)
Assistant Mechanical Engineers ..	2 of 30, 1 of 40, 8 of 30 (E.B. before 720; 600 on completing 30 years of age)	9 of 300	6,840—10,296	3,300—6,000
			9 of 384 (E.B. before 9,528)	15 of 180 (E.B. before 4,560) E.B. 6,240—8,400
Assistant Engineer (Electrical) ..	—	—	3,960—6,360	9 of 240 3,300—6,000
			(a) 1 of 240, 6 of 360	15 of 180 (E.B. before 4,560) 3,150—4,800
Chief Draughtsman ..	£420—570	3,600—4,800	4,000—5,800	11 of 150 (E.B. before 3,900)
	5 of 30	4 of 300	10 of 180 (E.B. before 4,900)	

30 J. N. 2935 (9/39)	Workshop Superintendents ..	£500—720	4,800—6,600	5,400—8,100	This grade has been abolished	
	Probationary Assistant Mechanical Engineers ..	11 of 20 £240	10 of 180 2,400	9 of 300 2,592—3,312		2,400—3,000
				5 of 144	5 of 120	
					On obtaining A.M.I.M.E. qualification:	
					3,300—6,000	
					15 of 180 3,150—4,800	
	Boiler Inspector ..	£400—550	3,600—4,500	4,500—6,600	11 of 150 (E.B. before 3,900)	
		6 of 25	6 of 150	7 of 300		
	Foremen :					
	Grade I. ..	£400—550	3,600—4,500	4,500—6,600	} Selection Grade : 3,150—4,800	
		6 of 25	6 of 150	7 of 300		11 of 150 (E.B. before 3,900)
	Grade II. ..	2,500—5,740	2,100—3,600	2,040—4,200		1,740—3,000
		12 of 150, 6 of 240 (E.B. at 4,300)	10 of 150	12 of 180 (E.B. before 3,120)	14 of 90 (E.B. before 2,460)	
					E.B. 1,380—1,680	
					5 of 60	
	<i>(5) Transportation Department.</i>					
	Divisional Transportation Superintendent, Colombo ..	£1,000—1,100	8,400—9,600	12,000—13,800	10,200—11,280	
		2 of 50		3 of 600	3 of 360	
	Divisional Transportation Superintendent, Nawalapitiya and Anuradhapura ..	£900—1,020	3 of 400	10,800—12,600	9,000—10,200	
		3 of 40		3 of 600	4 of 300	

(a) Post created in 1938-39.

Ceylon Government Railway—contd.

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Assistant Divisional Transportation Superintendents ..	2 on £450—840	4,800—8,400	Grade I. 8,400—10,200 5 of 360 6,300—8,100 Grade II. 6 of 300 4,200—6,000 Grade III. 6 of 300	Selection Grade : 2 on 3,300—6,000 15 of 180 (E.B. before 4,560) Efficiency Bar 6,240—8,400 9 of 240 3,300—6,000 Others on 15 of 180 (E.B. before 4,560) Efficiency Bar 6,240—7,200 4 of 240 2,400—3,000 (a) 5 of 120
	13 of 30	10 of 360		
	£450—720	4,200—6,600		
Others on 9 of 30	8 of 300			
Probationary Assistant Divisional Trans- portation Superintendents	£300—400 5 of 20	2,592—3,312 5 of 144	2,592—3,312 5 of 144	
Inspectors : (Mechanically trained) ..	£360—480 5 of 24 £340—420	3,096—3,816 4 of 180 2,880—3,400	3,900—5,340 6 of 240 3,600—4,800	3,150—4,800 11 of 150 (E. B. before 3,900) 1,740—3,000 14 of 90 (E. B. before 2,460)
Class I. ..	4 of 20 3,000—4,500	4 of 130 2,448—3,600	5 of 240 2,412—3,600	
Class II. ..	10 of 150	12 of 96	11 of 108	

Foremen, Grade A (b) ..	£400—525 5 of 25 £360—480	3,600—4,200 3 of 200 3,096—3,816	3,900—5,340 6 of 240	Selection Grade : 3,150—4,800 11 of 150 (E. B. before 3,900)
Grade B.	5 of 24 4,200—5,400	4 of 180 3,000—3,600	3,000—4,200	Foremen (one grade) : 1,380—1,680
Assistant Foremen, Class I.	6 of 200 2,500—4,000	5 of 120 2,040—3,000	8 of 150 2,040—2,882	5 of 60 Efficiency Bar : 1,740—3,000
Class II.	10 of 150 (E. B. before 2,800 and 3,400)	10 of 96	7 of 120 (E. B. before 2,520)	14 of 90 (E. B. before 2,460)
Engine Drivers : Covenanted ..	£325 3,000—4,200	3,360 2,400—3,360	— 2,700—3,660	Engine Drivers : Class I : 2,580—3,420
Class I.	8 of 150 1,920—3,000	8 of 120 1,536—2,400	8 of 120 1,800—2,568	7 of 120
Class II.				Class II : 1,740—2,520
Firemen, Class A ..	9 of 120 1,400—1,880	9 of 96 960—1,320	8 of 96 1,320—1,740	13 of 60 (E. B. before 2,160) 960—1,680
Rail Car Drivers ..	4 of 120 1,380—1,880	6 of 60 720—1,200	7 of 60	Class III. : 8 of 42, 8 of 48 (E. B. before 1,344)
Depôt Master ..	1 of 20, 4 of 120 £360—480	8 of 60 3,096—3,816	— 3,900—5,340	This grade is noted for abolition 3,150—4,800
Travelling Ticket Inspectors ..	5 of 24 1,560—3,000	4 of 180 1,248—2,400	6 of 240 1,404—2,700	11 of 150 (E. B. before 3,900) 1,380—2,460
	12 of 120	12 of 96	12 of 108	12 of 60, 4 of 90 (E. B. before 1,860) and 2,100

(a) A Probationary Assistant Divisional Transportation Superintendent should be designated Supernumerary Assistant Divisional Transportation Superintendent on obtaining the A. M. I. T. qualification and placed on the salary scale of Rs. 3,300—15 of 180—6,000 (E. B. before Rs. 4,560) pending vacancies in the grade of Assistant Divisional Transportation Superintendent.

(b) Grade A has ceased to exist: Ceylonese non-new entrant officers promoted to the Foremen grade are now placed on the salary scale of Rs. 4,800—300—7,200.

Ceylon Government Railway—contd.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.	
	Rs.	Rs.	Rs.	Rs.	
Gate Supervisors	600—900	480—720	480—720	This grade is to be abolished.	
	10 of 30	10 of 24	10 of 24	} These grades are to be abolished.	
Goods Cashier	2,920—4,280	2,544—3,516	2,628—3,708		
	10 of 120, 1 of 140	9 of 108	10 of 108		
Goods Cashier's Clerks	840—1,720	872—1,464	720—1,500		
	11 of 80	12 of 66	10 of 78		
Head Guards :	(E.B. before 1,320)		(E.B. before 1,188)	<i>Guards.</i>	
Covenanted	£230—290	} 2,000—2,800		Class I. :	
Class I.	6 of 10		8 of 100	2,400—3,240	2,100—2,820
Class II.	2,500—3,500		1,136—2,000	7 of 120	6 of 120
	8 of 125	9 of 96	1,200—2,160	Class II. :	
Class II.	1,420—2,500		10 of 96	1,320—2,040	
Class III.	9 of 120	840—1,080	840—1,080	12 of 60	
Guards :				(E.B. before 1,860)	
Junior Guards	1,060—1,300	4 of 60	4 of 60	Class III. :	
	4 of 60			750—1,260	
Under Guards	600—900	480—720	480—720	17 of 30	
	6 of 50	10 of 24	5 of 48	(E.B. before 960)	
	450—900	408—720	408—768	Class IV. :	
Travelling Ticket Examiners	15 of 30	13 of 24	12 of 30	480—720	
	1,200—2,280	960—1,824	1,056—1,824	(In training) 8 of 30	
Platform Foremen	9 of 120	9 of 96	8 of 96	432—860	
Yard Foremen				17 of 24	
				This grade is to be abolished. This grade is to be re- placed by a new grade of Head Shunters.	

Head Shunters	..	..	—	—	—	1,200—1,500
						(a) <u>5 of 60</u>
						960—1,320
Shunters, Class I.	..	..	660—1,200	540—960	540—960	<u>8 of 45</u>
Checkers, Class I.	..	..				492—920
			9 of 60	10 of 42	10 of 42	17 of 24
Signalmen :			720—900	540—720	600—840	600—720
Class I. A	..	..	6 of 30	6 of 30	8 of 30	5 of 24
			630—690	480—540	540—600	480—600
Class I. B	..	..	2 of 30	4 of 15	2 of 30	5 of 24
					4,000—4,800	
Chief Canvasser	..	..	—	—	150	} Posts to be abolished
					2,920—4,280	
Canvassers	..	..	—	—	120 and 140	
(6) Railway Clerical Service, &c.						
Railway Clerical Service :						
Staff Post	..	..	6,000	4,800	4,800	4,500
			4,400—4,800	Grade I. 4,000	3,700—4,000	Class I. 3,360—3,960
Special Class	..	..	2 of 200	Grade II. 3,800	2 of 150	Special Grade .. 5 of 120
			2,920—4,260	Grade III. 3,600	2,544—3,516	2,340—3,180
Class I.	..	..	10 of 120, 1 of 140	9 of 108	9 of 108	Grade I. .. 10 of 84
			840—2,800	672—2,436	672—2,436	900—2,280
Class II.	..	..	8 of 80, 11 of 120	8 of 72, 11 of 108	8 of 72, 11 of 108	Grade II. .. 10 of 48, 15 of 60
			(E.B. before 1,600 and 2,200)		(E.B. before 1,356 and 1,896)	(E.B. before 1,560)
			480—1,200	420—1,020	480—1,200	Class II. .. 1,296—1,620
Class III.	..	..	15 of 48	20 of 30	24 of 30	Grade I. .. 9 of 36
			(E.B. before 768 and 1,008)		(E.B. before 660, 840, and 1,020)	480—1,260
						Grade II. .. 26 of 30
						(E.B. before 900)

(a) This scale is for officers already in the grade of Yard Foremen who receive promotion to the grade of Head Shunters.

(b) New posts—vide Estimate for 1938-39.

Ceylon Government Railway—contd.

	Non-new Entrant Scales.	Pereira Commission Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Rs.
Draughtsmen :				
Special Class ..	4,500 3,000—4,080	3,600 2,568—3,408	3,600 2,568—3,408	Class I. Special Grade 3,600 2,340—3,180
Class I. ..	9 of 120 900—2,820	7 of 120 720—2,448	7 of 120 720—2,448	Grade I. 10 of 84 900—2,280
Class II. ..	16 of 120 (Halts of 2 years on 1,500 and 2,100 ; E.B.B. before 1,620 and 2,220)	16 of 108	16 of 108 (2 years' halts on 1,260 and 1,800 ; E.B.B. before 1,368 and 1,908)	Grade II. 10 of 48, 15 of 60 (E.B. before 1,560)
				Class II. 1,296—1,620
				Grade I. 9 of 36 480—1,260
				Grade II. 26 of 30 (E.B. before 900)
Time Office Clerks and Storemen :				
Class I. ..	2,160—3,000	1,726—2,400	1,726—2,400	This grade is to be abolished.
Class II. ..	7 of 120 780—2,100	7 of 96 624—1,680	7 of 96 624—1,680	
Class III. ..	10 of 60, 6 of 120	16 of 66	16 of 66 (E.B. before 1,218)	
	540—660	450—540	480—570	
	2 of 60	3 of 30	3 of 30	
<i>(7) Railway Storekeeper's Department.</i>				
Railway Storekeeper ..	£700—850	7,200—8,400	7,600—9,600	These posts are to be suppressed on the amalgamation of the Railway Stores with the Government Stores.
	5 of 30 £450—650	5 of 240 4,200—6,000	5 of 400 4,800—7,200	
Assistant Railway Storekeeper ..	8 of 25 £300—400	10 of 180 2,592—3,312	10 of 240 2,592—3,312	
Probationary Assistant Railway Store- keeper	5 of 20 600—990	5 of 144 480—792	5 of 144 480—792	
Machine Minders ..	13 of 30	13 of 24	13 of 24	

Department of Government Electrical Undertakings.

	Non-new Entrant Scales.	Pereira Committee Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Scale for Ceylonese New entrants (Provident Fund Scale) approved by Govt. in 1936.	Proposed Scales.	
					Non-provident Fund Scale.	Provident Fund Scale.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Chief Engineer and Manager ..	15,000—18,000 5 of 600	13,200—15,600 3 of 800	— £1,100—1,200 2 of 50 £1,100—1,550 9 of 50 12,000—14,400 5 of 480	— — — — 16,000—20,000 8 of 500	15,000	15,750
Deputy Chief Engineer ..	—	—	— 4,500—6,800 6 of 350	— — 5,400—7,800 6 of 400	10,560—13,800 9 of 360	11,088—14,490 9 of 378
Administrative Assistant ..	—	—	—	—	3,600—6,000 8 of 300	3,804—6,300 8 of 312
Chief Power Station Superintendent	£600—1,000 10 of 40	6,000—10,000 10 of 400	7,200—12,504 13 of 408 (E.B. before 10,056)	—	6,240—9,600 14 of 240 (E.B. before 8,400)	6,552—10,080 14 of 252 (E.B. before 8,820)
Engineer Supply and Maintenance	£500—700 4 of 50	4,800—6,800 6 of 300	6,300—7,524 3 of 408	—	5,400—8,800 5 of 240	5,688—6,936 5 of 252
Assistant Power Station Superintendent ..						

- (a) Scale fixed for a European officer in 1933.
 (b) Revised to this scale with effect from October 1, 1937.
 (c) *Vide* Sessional Paper XXVIII. of 1935.
 (d) Scale in the Estimates of 1938-39.

Department of Government Electrical Undertakings.

	Non-new Entrant Scales.	Pereira Committee Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Scale for Ceylonese New entrants (Provident Fund Scale) approved by Govt. in 1936.	Proposed Scales.	
					Non-provident Fund Scale.	Provident Fund Scale.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Electrical Engineers	<u>£500—960</u> 2 of 30, 1 of 40, 12 of 30 (E.B. before £720 and 870; £800 on completing 30 years of age)	<u>4,800—8,400</u> 10 of 360	<u>6,840—11,520</u> 10 of 384, 2 of 420 (E.B. before 9,528)	<u>7,200—12,096</u> 12 of 408 (E.B. before 10,056)	<u>6,240—9,600</u> 14 of 240 (E.B. before 8,400)	<u>6,552—10,080</u> 14 of 252 (E.B. before 8,820)
Assistant Electrical Engineers..	<u>4,000—7,000</u> 16 of 180, 1 of 120 (E.B. before 5,260 and 6,340)	<u>3,000—4,500</u> 10 of 150	<u>3,960—6,360</u> 1 of 240, 6 of 360	<u>4,000—6,688</u> 7 of 384	Grade I. : <u>3,300—6,000</u> 15 of 180 (E.B. before 4,560)	<u>3,420—6,300</u> 15 of 192 (E.B. before 4,764)
Junior Assistant Electrical Engineers				<u>2,700—3,600</u> 6 of 150 <u>2,844—3,780</u> 6 of 156	Grade II. : <u>3,150—4,800</u> 11 of 150 (E.B. before 3,900) <u>2,400—3,000</u>	<u>3,324—5,040</u> 11 of 156 (E.B. before 4,104) <u>2,520—3,150</u>
Accountants : Class II.	<u>£680—920</u> 6 of 40	<u>7,200—9,600</u> 6 of 400	<u>7,200—9,600</u> 6 of 400	<u>7,560—10,080</u> 6 of 420	<u>6,240—8,400</u> 9 of 240	<u>6,552—8,820</u> 9 of 252

	£540—720	5,500—7,500	5,500—7,500	5,760—7,860	5,160—6,600	5,418—6,930
Class III. ..	2 of 30 & 3 of 40	5 of 400	5 of 400	5 of 420	6 of 240	6 of 252
	£420—570	4,500—6,000	3,200—4,200	3,360—4,416	3,120—4,020	3,240—4,200
Class IV. ..	5 of 30	5 of 300	4 of 250	4 of 264	5 of 180	5 of 192
	{ 4,000—5,800		E.B. 4,500—6,000	E.B. 4,740—6,300	E.B. 4,200—5,460	E.B. 4,392—5,736
	{ 6 of 300		5 of 300	5 of 312	7 of 180	7 of 192
	{ E.B.					
	{ 6,000—8,000					
	{ 5 of 400					
Shift Engineers :						
Grade I. ..	3,000—3,600	2,400—2,880	3,000—3,600	—	1,740—3,000	1,836—3,180
	5 of 120	6 of 80	5 of 120		14 of 90	14 of 96
					(E.B. before 2,460)	(E.B. before 2,604)
Grade II. ..	1,440—2,400	1,200—1,920	1,440—2,400	—	1,194—1,680	1,248—1,788
	10 of 96	12 of 60	10 of 96		9 of 54	9 of 60
					(E.B. before 1,518)	(E.B. before 1,608)
Power Station Foreman	2,400—3,600	1,920—2,880	1,440—2,400	—	1,194—1,680	1,248—1,788
	20 of 60	20 of 48	10 of 96		9 of 54	9 of 60
					(E.B. before 1,518)	(E.B. before 1,608)
Electrical Inspectors	1,500—3,300	1,200—2,640	1,200—3,120	—		No further recruitment is to be made to this grade.
	15 of 120	15 of 96	20 of 96			
	(E.B.B. before 2,220 and 2,820)		(E.B.B. before 1,776 and 2,736)			
Engineering Student Apprentices	—	—	—	900, 1st year. 1,200, 2nd and 3rd years.	Vide Paragraph 1232	
Electrical Foreman	—	—	1,260—3,276	2,562—3,276	1,740—2,640	1,836—2,796
			4 of 96, 16 of 102 ^(f)	7 of 102	10 of 90	10 of 96

(e) This scale was sanctioned with effect from October 1, 1938.

(f) Scales of new grades appearing for the first time in the 1935-36 Estimates.

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Committee Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Scale for Ceylonese New entrants (Provident Fund Scale) approved by Govt. in 1936.	Proposed Scales.	
					Non-Provident Fund Scale.	Provident Fund Scale.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Assistant Electrical Foreman ..			1,440—2,400 10 of 96	1,500—2,460 10 of 96 (E.B. before 2,076)	1,194—1,680 9 of 54 (E.B. before 1,518)	1,248—1,788 9 of 60 (E.B. before 1,608)
Overseers ..	—	—	1,080—1,440 6 of 60	1,080—1,440 6 of 60	600—1,140 18 of 30 (E.B. before 840)	660—1,200 18 of 30 (E.B. before 900)
Mains Foreman ..	2,400—4,500 35 of 60	—	2,400—4,500 35 of 60	— 2,400—3,600 96	1,740—3,000 14 of 90 (E.B. before 2,640)	1,836—3,180 14 of 96 (E.B. before 2,604)
Assistant Foreman :						
Grade I. ..	1,440—2,400 10 of 96	—	1,440—2,400 10 of 96	—	1,194—1,680 9 of 54 (E.B. before 1,518)	1,248—1,788 9 of 60 (E.B. before 1,608)
Grade II. ...	1,080—1,440 6 of 60	—	1,080—1,440 6 of 60	—	600—1,140 18 of 30 (E.B. before 840)	660—1,200 18 of 30 (E.B. before 900)
Meter Inspector ..	1,080—1,440 6 of 60	—	1,080—1,440 6 of 60	—	600—1,140 18 of 30 (E.B. before 840)	660—1,200 18 of 30 (E.B. before 900)

Clerks : Special Class ..	4,000—5,400 7 of 200	—	3,750—4,200 3 of 150	Special Class: 3,750—4,200 3 of 150	Class I. Special Grade I post 3,360—3,960 5 of 120	3,540—4,140 5 of 120
Class I. ..	2,900—3,840 3 of 180, 2 of 200	—	2,568—3,528 8 of 120	Class I. : 2,568—3,528 8 of 120	Grade I. : 2,340—3,180 10 of 84	2,460—3,360 10 of 90
Class II. ..	720—1,680 8 of 120 1,800—2,760 8 of 120 (E.B. at Rs. 1,200 : 2 years' halt and E.B. at Rs. 1,680 and E.B. at 2,280)	—	720—2,445 16 of 108	Class II. : 720—2,445 16 of 108	Grade II. : 900—2,280 10 of 48, 15 of 60 (E.B. before 1,560)	948—2,388 10 of 54, 15 of 60 (E.B. before 1,668)
Class III. ..	—	—	—	Class III. : 480—1,200 24 of 30 (E.B.B. before 660, 840 and 1,020)	Class II. Grade I. : 1,296—1,620 9 of 36 Grade II. : 480—1,260 26 of 30 (E.B. before 900)	1,380—1,704 9 of 36 540—1,320 26 of 30 (E.B. before 960)
Store Clerks on ..	1,900—3,100 10 of 120 (E.B. before 2,860) 540—1,780	1,668—2,748 10 of 108	1,668—2,748 10 of 108 (E.B. before 2,532) 480—1,560	} These posts will be filled by members of the Electrical Departmental Clerical Service	These posts will be filled by members of the Electrical Departmental Clerical Service	
Store Clerks and Clerks on ..	9 of 40, 11 of 80 (E.B. before 980) 4,800—7,200	10 of 36, 10 of 72	10 of 36, 10 of 72 (E.B. before 912) 3,600—5,400			
Storekeeper ..	16 of 150 2,920—3,880	15 of 120 2,544—3,300	15 of 120 2,544—3,300	3,720—5,700 11 of 180 2,568—3,528	3,360—3,960 5 of 120 2,340—3,180	3,540—4,140 5 of 120 2,460—3,360
Assistant Storekeeper ..	80 of 120	7 of 100	7 of 100	8 of 120	10 of 84	10 of 90

(f) Scales of new grades appearing for the first time in the 1935-36 Estimates.
 (g) This scale was sanctioned by the Electricity Board in July, 1937.

Department of Government Electrical Undertakings—*contd.*

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CEYLON SESSIONAL PAPERS, 1939.

	Non-new Entrant Scales.	Pereira Committee Scales (Sessional Paper XII. of 1932).	New-Entrant Scales (Sessional Paper VIII. of 1934).	Proposed Scales.
	Rs.	Rs.	Rs.	Non-Provident Fund Scale. Rs. Provident Fund Scale. Rs.
Draughtsmen: Class I.	3,500—4,080 4 of 120, 1 of 100	2,568—3,408 7 of 120	2,568—3,408 7 of 120	Class I. Grade I. 2,340—3,180 10 of 84 10 of 90
Class II.	900—2,820 16 of 120 (Halts of two years on 1,500 and 2,100. E.B.B. before 1,620 and 2,220)	720—2,448 16 of 108	720—2,448 16 of 108 (Two years' halts on 1,260 and 1,800. E.B.B. before 1,368 and 1,908)	Class II. Grade II. 900—2,280 10 of 48, 15 of 60 (E.B. before 1,560) Class II. Grade I. 1,298—1,820 1,380—1,704 9 of 36 Grade II. 480—1,280 540—1,320 26 of 30 (E.B. before 900) 480—1,260 26 of 30 (E.B. before 900)
Timekeepers	480—732 7 of 36	—	480—732 7 of 36	480—1,200 24 of 30 (g) 384—504 10 of 12 360—480 360—480 10 of 12 (g) 432—552 10 of 12
Telephone Operator	420—600	360—480	360—480	360—480 384—504
Bookbinder	12 of 15	10 of 12	10 of 12	
Assistant Recordkeeper	480—660	408—528	408—528	10 of 12
Store Kangany	15 of 12	10 of 12	10 of 12	10 of 12

Lorry Driver ..	<u>720—800</u> 6 of 30	<u>576—720</u> 6 of 44	<u>576—720</u> 6 of 44	<u>612—756</u> 6 of 24	600	630
Peons ..	<u>330—510</u> 15 of 12	—	<u>330—450</u> 20 of 6	Colombo <u>330—450</u> 20 of 6	Colombo City <u>300—420</u> 20 of 6	<u>318—438</u> 20 of 6
	<u>300—444</u> 24 of 6	<u>300—420</u> 20 of 6	<u>300—420</u> 20 of 6	Others <u>312—432</u> 20 of 6	Other Places <u>264—408</u> 24 of 6	<u>282—426</u> 24 of 6
Labourers ..	<u>300—480</u> 15 of 12	—	<u>300—420</u> 20 of 6	<u>300—420</u> 20 of 6	Colombo City <u>240—300</u> 10 of 6	<u>252—318</u> 10 of 6
					Other Places <u>216—276</u> 10 of 6	<u>228—288</u> 10 of 6

(g) These scales were sanctioned by the Electricity Board in July, 1937.

APPENDIX B.

MEMORANDUM BY THE DIRECTOR OF AGRICULTURE REFERRED TO IN PARAGRAPH 561.

Unification of Agricultural and Veterinary Staff.

The amalgamation of the Agricultural and Veterinary Department was effected on October, 1, 1936, with the object of promoting greater efficiency in respect of the development of Animal Husbandry. The amalgamation was effected on the understanding that there would be two branches of the Agricultural Department namely one branch of Plant Industry and the other Animal Industry; each branch to be equal in status and conditions of service. To effect this the Government Veterinary Surgeon was appointed Deputy Director (Animal Husbandry) with the same salary scale as the Deputy Director, Agriculture. To complete the amalgamation it is necessary to obtain equality between the remaining officers of the old Veterinary Department with their colleagues in the old Agricultural Department. It is undesirable and unjust to have two groups of officers working in the same Department and under the same conditions but on different scales of salary.

2. With the amalgamation the Veterinary Officers in the field found that their status as professional men was to some extent adversely affected. Under the old conditions these officers were directly responsible to the Head of their Department and had direct contact with the Revenue Officers. Under the new conditions they came under the control of the Agricultural Officers from whom they take orders and under whose direction they work. They have not the same freedom of action in their areas nor direct contact with the Head of their Department. Previously they worked under the orders of a member of their own profession, they now take orders from officers who do not belong to that profession. The new regime requires them to devote a greater part of their time to Animal Husbandry work as distinct from purely Veterinary duties. This means that their opportunities for engaging in private practice are less than they were in the past. The psychological effect of these disadvantages was increased by the differences which existed in the salary scales of the Veterinary and Agricultural Departments. It is sought to bring about equality by transferring the Veterinary Officers from the scale of salaries which obtained in the Veterinary Department to that obtaining in the Agricultural Department and to do this in such a way that the future prospects of these officers will not be affected adversely. The difference in salary scales between the officers of the old Veterinary Department and the officers of the Agricultural Department has been a cause of discontent and dissatisfaction; this feeling has prevented the development of full co-operation between the two classes of officers and threatens to reduce the efficiency of individual officers and indeed of the whole staff. It is now over 18 months since the two Departments were amalgamated and it is very desirable that there should be no further delay in removing causes of friction and discontent.

3. Considerable difficulty has been experienced in arriving at a satisfactory basis for unification of the two services. Much thought has been given to the subject and various schemes have been suggested and examined. On several occasions the Veterinary Officers have been consulted and given an opportunity of expressing their views. The following proposals which are the result of these rather prolonged negotiations are not considered ideal but are put forward as the most workable scheme possible under the circumstances and I would strongly urge that they be accepted and brought into operation from the earliest possible date.

4. The officers concerned can be divided into two groups namely the "new entrants" on the Pereira Commission Scale of Salaries and the "non-new-entrants" on the old scale of salaries.

5. The proposal now made as regards the new entrants is simple namely that "new entrant" Veterinary Officers be placed on the same scale of salary as "new entrant" Agricultural Officers and that they be fitted into this scale at the point, nearest to their present salaries, which does not involve any reduction of salary. The differences between the scales laid down for "new entrant" Agricultural and for "new entrant" Veterinary Officers are small. The initial salary of the Agricultural scale is Rs. 864 as compared with Rs. 720 in the Veterinary scale. The maximum in both cases is Rs. 3,900. The initial salary in the Veterinary scale applies to officers joining as Stock Inspectors without holding a diploma in Veterinary Medicine. Officers joining with such a diploma had the privilege of starting at Rs. 1,224 in Class III. of the Veterinary Scheme. It is proposed that this privilege be continued and that they should join at the corresponding point in the Agricultural scale namely Rs. 1,200 in Class III. Grade I. The Veterinary new-entrants would thereafter be subject in all respects to the same conditions as regards promotion, &c., as Agricultural Instructors. The number of officers affected by this proposal is 9.

6. As regards the "non-new entrant" officers the position is more complicated as greater differences exist between the old scales not so much in point of actual salaries but in the conditions for promotion from class to class. For example a Veterinary Officer joining under the old conditions of service did so on Rs. 1,300 in Class III. and had the normal prospect of rising by a time scale, subject only to efficient performance of his duty and good conduct, to Rs. 4,000 at the top of Class I. Beyond that point his promotion was problematic and depended upon the concurrence of a vacancy in the one post in the Special Class. If such officers be transferred to the Agricultural Scale they become subject to different conditions. They could then rise to Rs. 3,300 the maximum of Class II., Grade I., on a time scale, but promotion beyond that is subject to the passing of a difficult departmental examination and the occurrence of vacancies in Class I. In actual fact many Agricultural Instructors have stagnated at that point for many years. To compel such Veterinary Officers to transfer from the scale of salaries on which they joined to the scale which exists in the Agricultural Department would mean that their prospects for a number of years would be definitely worse than they were under the old regime. This difficulty does not arise in respect of those Veterinary Officers in Class I. and the Special Class but does arise in respect of the great majority of the "non-new entrant" officers.

7. My proposals in respect of the "non-new entrant" Veterinary Officers are:—

- (i.) That the number of posts in Class I., Grade I., (Agricultural Instructor Scale) be increased from 4 to 5, and of Class I., Grade II. from 8 to 11.
- (ii.) That these additional posts be reserved for officers of the Veterinary Department.
- (iii.) That the most deserving Senior Officer of the Veterinary branch be appointed to the post in Grade I. on the initial salary of that grade.
- (iv.) That the three posts in Class I., Grade II. be filled by the transfer to this grade at the salary point of Rs. 4,000 the three most deserving officers who have served not less than 2 years on Rs. 4,000 per annum.
- (v.) Other officers provided they hold a diploma in Veterinary Science should be allowed to remain on their present scale till they have served two years on the maximum of Class I. (Veterinary) when they will become eligible to fill vacancies, if any, in the three posts in Class I., Grade II. of the combined service.
- (vi.) That Veterinary Officers at present in Class II. and who do not hold a diploma in Veterinary Science be placed in Class II., Grade I. of the Agricultural Scale and may rise to the top of this Grade but will not be eligible for promotion beyond this point until they do obtain a Veterinary Diploma. There is only one such officer in the Department. The difference between the scale of Class II., Grade I. of the Agricultural Scale and Class II. of the Veterinary Scale is as follows:—

<i>Agricultural Scale.</i>	<i>Veterinary Scale.</i>
Class II., Grade I.	Class II.
Rs. 2,700—120—3,300.	Rs. 1,900—150—2,800.

The officer's present salary is Rs. 2,800.

8. My proposals may be summarised as follows:—

- (a) "New entrant" Veterinary Officers shall be placed on the scale applicable to "New entrant" Agricultural Officers. The new entrant Veterinary Scale would then be abolished. This proposal affects 9 officers.
- (b) "Non-new entrant" Veterinary Officers be placed in the Agricultural Scale at the nearest appropriate point wherever this can be done without involving a deterioration in the officers' prospects. Four officers can be dealt with in this manner.

Where the prospects of a Veterinary Officer would be adversely affected if he were placed on the Agricultural Scale he shall be permitted to retain his present scale of salary until such time as he reaches the maximum of Class I. of the Veterinary Scale. After a halt of 2 years at this point he will become eligible for promotion into Class I., Grade II. subject to the same conditions as apply to promotion of Agricultural Instructors. This proposal will affect 14 officers. In effect roughly half the present Veterinary Staff will be absorbed at once into the scale of salaries applicable to Agricultural Instructors. The remaining half will remain on their present scale and will in the course of time either be absorbed into the Agricultural Scale or retire so that eventually all officers will be on the Agricultural Scale whether employed on the Agricultural or Veterinary branches of the Department.

9. These proposals if accepted would involve an increase in the total emoluments vote of the Department in the year 1938-39 of Rs. 821 a sum which is not excessive in view of the advantages to be gained by promoting smooth working and ready co-operation between the two branches of the Department.

10. It is extremely difficult to estimate the ultimate increase in expenditure which these proposals would involve. A number of incalculable factors are involved, for example, the date at which individual officers may retire, the prospects of promotion of individual officers, &c. As a guide I attach two hypothetical statements (not reproduced). Statement A envisages the time when the whole Veterinary branch of the same strength as at present, is composed entirely of "new entrants". The distribution of the officers among the various classes and grades of the salary scales is purely imaginary but reflects what should be the normal distribution of staff. It shows that in an average year the difference in total emoluments for a staff of 27 officers would be about Rs. 3,000. Statement B shows the increased emoluments which would be due to each of the 13 officers whom it is proposed to transfer at once to the Agricultural Scale of salaries. In the case of each officer in Class II. and Class III. of the Veterinary Scale it is presumed that he will secure normal promotion without any breaks to the top of Class I., Grade II. of the Agricultural Scale and is worked out on the assumption that each officer will remain in service until he reaches the age of 55. No increase in emoluments in respect of the "non-new entrant" Veterinary Officers in Classes II. and III. will be involved until such time as (a) they reach the maximum of Class I., (b) have then halted 2 years, (c) a vacancy in Class I., Grade II. occurs and (d) they earn promotion by passing the Departmental examination. It is not possible to foresee when any particular officer will surmount all these obstacles and so it has not been possible to arrive at an estimate, even approximate, of what increased expenditure, will ultimately be necessary in respect of this group of officers. In view of the fact, however, that only 2 posts in Class I., Grade II. and only 1 post in Class I., Grade I. are available it is obvious that the increased expenditure will not be great. Statement B shows that the increased emoluments payable to individual officers, if my proposals be accepted, range from Rs. 76 to Rs. 3,760 and are spread over a period of years varying from 3 years to 33 years. The total sum involved over 33 years is Rs. 21,097.

11. These proposals have been submitted to the Treasury, and the Treasury has concurred in the proposals subject to one modification, viz., that the number of posts in Class I., Grade II. should be raised from 8 to 10 and not to 11.