

EAST INDIA (CIVIL SERVICE EXAMINATIONS).

DESPATCH

FROM THE

SECRETARY OF STATE TO THE GOVERNMENT OF INDIA,

Dated 22nd June 1893,

ON THE SUBJECT OF THE

HOLDING OF SIMULTANEOUS EXAMINATIONS FOR THE CIVIL
SERVICES OF INDIA IN ENGLAND AND INDIA;

AND

MINUTES RECORDED BY MEMBERS OF THE COUNCIL OF INDIA
UNDER 21 & 22 VICT. c. 106. s. 23.

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



*Servants of India
Madras*

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EAST INDIA (CIVIL SERVICE EXAMINATIONS).

No. 1.

SECRETARY OF STATE FOR INDIA to the GOVERNOR-GENERAL OF INDIA IN COUNCIL, dated 22nd June 1893, No. 61 (Public).

MY LORD MARQUIS,

I TRANSMIT herewith to your Excellency copy of a Resolution passed by the House of Commons as to the holding of simultaneous examinations in England and India, for the Indian Civil Services; and I request that your Government will give a prompt and careful examination to the subject, and that you will inform me in what mode, in your opinion, and under what conditions and limitations this Resolution could be carried into effect.

2. I need scarcely add that in asking to be furnished with the opinion of your Government, it is not my desire to fetter in any way their discretion as to the observations they may think fit to make on the Resolution.

3. I will only point out that it is indispensable that an adequate number of the members of the Civil Service shall always be Europeans, and that no scheme would be admissible which does not fulfil that essential condition.

I have, &c.,
KIMBERLEY.

Enclosure in No. 1.

RESOLUTION of the HOUSE OF COMMONS, 2nd June 1893.

Resolved—That all open competitive examinations heretofore held in England alone for appointments to the Civil Services of India shall henceforth be held simultaneously both in India and England, such examinations in both countries being identical in their nature, and all who compete being finally classified in one list according to merit.

No. 2.

Minute by SIR P. LUMSDEN.

I desire that my opinion on the question of the extension of the competitive system, by holding open competitive examinations, for the Civil Service of India, in India as well as in England, as stated at the meeting of the Council, on Tuesday the 20th June, may be entered in the minutes of the proceedings.

I entirely agree in the objections already so fully set forth by the experienced members of the Indian Civil Service, and by General Sir Donald Stewart, as to the policy embodied in the Resolution passed by a small majority of the House of Commons on the 2nd instant.

I regard with grave misgiving the proposal to extend the competitive system by holding open competitive examinations for the Civil Service of India in India as well as in England, and I deprecate the language used in the first paragraph of the Secretary of State's despatch, calling upon the Government of India to report in what mode, and under what conditions and limitations, that Resolution could be carried into effect.

22nd June 1893.

P. S. LUMSDEN,
General.

administration—these are some of the qualifications which may give a claim to appointments by nomination.

The scheme of the examination was accordingly altered, and since 1889 only a proportion of the vacancies have been offered to pure competition; the balance has been filled up by the Local Government by selection from among the candidates who obtain not less than one-third of the total number of marks in such a way as to distribute the appointments fairly among the various divisions, races, and creeds of the Province. In the rules for

The system is now one of mixed competition and selection, only one-third of the vacancies being offered to pure competition.

the Bengal Provincial Service, which have recently been under the consideration of the Government of India, it is provided that about one-third of the vacancies shall be filled by pure competition, one-third by selection after examination, and the remainder by nomination, chiefly of officers of the Subordinate Service for promotion to the Provincial Service.

47. The result of a consideration of the question is, that none of the local governments or high courts concerned have agreed to adopt the principle of open competition for recruiting for the judicial branch of the Provincial Civil Service; and that

The above conclusively shows the impossibility of a competition in India for the Covenanted Service.

only two of the responsible local governments have been able to adopt it in filling even a proportion of the executive appointments. In Bengal, where the principle was in force for several years in the executive branch, it had, as has just been shown, to be restricted and tempered with selection in consequence of the administrative dangers and difficulties which would have ensued from the monopoly of official employment by a particular section of the people. These being the results in a single Province and in respect of the Provincial Service, the administrative difficulties and danger likely to arise from the application of the principle to the Covenanted Service, which is recruited for the higher posts all over the Empire, are too evident to need further speculation.

APPENDICES.

- I.—*Cadre* of the Covenanted Civil Service in 1893.
 - II.—Actual employment of officers (other than natives of India appointed under 33 Vict. c. 3. s. 6) on the 1st July 1893.
 - III.— } Referred to in paragraph 30 of memo.
 - IV.— }
 - V.—Referred to in paragraph 39 of memo.
 - VI.—Referred to in paragraph 43 of memo. (paragraph 60 of the Public Service Commission's Report).
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APPENDIX I.
(PARAGRAPH 3 of MEMORANDUM.)

CADRE of the COVENANTED CIVIL SERVICE, including Offices reserved for or held by (1) Covenanted Civilians, (2) Military Officers, (3) Uncovenanted Officers, and (4) Statutory (Native) Civilians; and (5) Offices declared open to Native Members of the Provincial Civil Services.

Government or Province.	Total Number of Covenanted Officers.	Area of Province (excluding Feudatory States) in square Miles.	Population of Province (excluding Feudatory States).	Number of Executive and Judicial Covenanted Offices.											Population and Area to each Executive and Judicial Office. (Column 15.)		Number of Covenanted Officers in Special Services and Departments.						
				Executive and Judicial Offices superior to Commissionership of Division.	Secretariat, &c. Offices.	District Offices.				General Offices.		Total Columns 5 to 12.	Listed for transfer to Provincial Service.	Balance at present reserved for Covenanted Civilians and Military Officers.	Population.	Area.	Political.	Accounts.	Police and Jails.	Postal.	Other Departments, &c., Education, Salt, Opium, Custom, Registration.	Total Columns 16 to 21.	
						Commissionerships of Divisions.	Executive District Headships.	Divisional or District and Sessions Judgeships.	Subordinate, Executive, and Judicial Charges.	In Land Records and Settlement Departments.	Miscellaneous.												
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.	20.	21.	22.	23.	
Government of India - -	55	-	-	8	12	-	-	-	-	-	-	15	-	15	-	-	24	10	-	5	1	40	
Madras - - - -	111	141,189	35,680,440	8	9	-	22	20	42	1	2	104	15	89	460,342	1,586	2	-	2	-	3	7	
Bombay - - - -	118	135,064	18,957,044	6	6	4	25	17	50	2	2	112	18	94	200,607	1,830	4	-	1	-	1	6	
Lower Provinces of Bengal -	164	151,548	71,846,987	9	10	9	45	30	45	7	7	162	20	142	502,448	1,068	-	-	1	-	1	2	
North-western Provinces and Oudh.	168	107,508	46,905,085	7	10	9	48	26	50	7	2	159	21	188	389,892	779	-	-	1	-	3	4	
Punjab - - - -	111	110,667	20,866,847	6	8	6	31	13	33	8	2	107	12	95	219,651	1,165	3	-	-	-	1	4	
Burma - - - -	90	171,430	7,605,560	4	6	8	34	2	26	4	1	85	-	85	89,477	2,017	5	-	-	-	-	5	
Central Provinces - - -	53	86,501	10,784,294	2	4	4	18	2	18	2	-	50	7	43	250,798	2,012	1	-	1	-	1	3	
Assam - - - -	38	49,004	5,476,838	1	1	1	11	1	13	1	1	30	-	30	182,561	1,633	2	-	1	-	-	3	
Total - - - -	898	942,901	217,478,090	46	66	41	234	111	277	32	17	824	98	731	297,501	1,200	41	10	7	5	11	74	

APPENDIX II.

(PARAGRAPH 9 of MEMORANDUM.)

STATEMENT showing NUMBER of OFFICES actually available for filling COVENANTED CHARGES on 1st July 1893.

1.	Total on the Lists.	In Special Departments.		In General Administration, exclusive of Men merely in Training (Executive and Judicial Departments).		Men in Training only.		Square Miles of Area to one Officer actually employed (Column 5).	Population to one Officer actually employed (Column 5.)
		Present on 1st July.	Absent on Leave on 1st July.	Present on 1st July.	Absent on Leave on 1st July.	Present on 1st July.	Absent on Leave on 1st July.		
2.	3.	4.	5.	6.	7.	8.	9.	10.	
Covenanted civilians - - -	898	52	9	582	166	87	2	—	—
Military officers - - -	104	3	2	63	27	9	—	—	—
Uncovenanted officers - - -	62	5	—	44	9	3	1	—	—
Statutory (native) civilians -	48	1	—	41	6	—	—	—	—
Total - - -	1,112	61	11	730	208	99	3	1,292	2,97,908

APPENDIX III.

No. ^{9 Public}
1342-1352

EXTRACT from the PROCEEDINGS of the GOVERNMENT of INDIA, in the HOME DEPARTMENT (Public), under date Simla, the 21st April 1892.

READ—

The Report of the Public Service Commission and the opinions expressed thereon by local governments and administrations.

The Despatch of the Government of India to the Secretary of State, No. 58, dated the 9th October 1888, reviewing and stating its conclusions on the principle questions discussed in the Report.

The Despatch of the Secretary of State, No. 104, dated the 12th September 1889, communicating his Lordship's decision upon the recommendations made in the Report and by the Government of India so far as they deal with the higher branches of executive and judicial work throughout India.

Letters to local governments and administrations, dated the 14th February 1890, forwarding a copy of the Secretary of State's Despatch, and making suggestions as to the manner in which its decisions may best be given effect to.

Replies from the local governments and administrations consulted.

The Despatch of the Government of India to the Secretary of State, No. 9, dated the 10th February 1892, stating the conclusions arrived at by the Governor General in Council on the subject.

The reply of the Secretary of State, No. 30, dated the 24th March 1892, concurring in the conclusions set forth by the Government of India.

RESOLUTION.

In his Despatch, No. 104, dated 12th September 1889, the Secretary of State for India in Council announced the decision at which he had arrived on the recommendations made in the Report of the Commission appointed in 1886 to consider the question of the admission of natives of India to higher and more extensive employment in the civil administration of the country.

2. The Secretary of State's Despatch having been communicated to the local governments and administrations for consideration, and their replies having been received, the Governor General in Council is now in a position to pass orders upon the most important points calling for determination.

3. The following appointments in each Province shall for the present be entered in the list as open to the Provincial Service:—

<i>Madras.</i>	
Heads of districts - - - - -	2
District judges - - - - -	4
Sub-collectors, head assistants, and assistant collectors - - - - -	7
Secretary to the Board of Revenue - - - - -	1
Under Secretary to Government - - - - -	1
Total - - - - -	15

Bombay.

Hheads of districts	-	-	-	-	-	-	-	-	2
Judges	-	-	-	-	-	-	-	-	2
Joint judge	-	-	-	-	-	-	-	-	1
Assistant judges	-	-	-	-	-	-	-	-	2
Assistant collectors	-	-	-	-	-	-	-	-	9
Talukdari settlement officer	-	-	-	-	-	-	-	-	1
Registrar of the High Court	-	-	-	-	-	-	-	-	1
Total									18

Bengal.

Hheads of districts	-	-	-	-	-	-	-	-	4
District judges	-	-	-	-	-	-	-	-	6
Joint and assistant magistrates	-	-	-	-	-	-	-	-	8
Secretary to the Board of Revenue	-	-	-	-	-	-	-	-	1
Under Secretary to Government	-	-	-	-	-	-	-	-	1
Total									20

North-western Provinces and Oudh.

Hheads of districts	-	-	-	-	-	-	-	-	2
District and sessions judges	-	-	-	-	-	-	-	-	4
Joint and assistant magistrates	-	-	-	-	-	-	-	-	9
Junior Secretary, Board of Revenue	-	-	-	-	-	-	-	-	1
Assistant settlement officers	-	-	-	-	-	-	-	-	2
Assistant Director of Land Records and Agriculture	-	-	-	-	-	-	-	-	1
Small Cause Court judges, Allahabad and Lucknow	-	-	-	-	-	-	-	-	2
Total									21

Punjab.

Hheads of districts	-	-	-	-	-	-	-	-	2
Divisional judges	-	-	-	-	-	-	-	-	2
District judges	-	-	-	-	-	-	-	-	2
Assistant commissioners	-	-	-	-	-	-	-	-	3
Junior Secretary to Financial Commissioner	-	-	-	-	-	-	-	-	1
Settlement collectorships	-	-	-	-	-	-	-	-	2
Total									12

4. Before passing orders as to the Central Provinces, his Excellency will await a further expression of Mr. MacDonnell's views on the question. And the Government of India is constrained to agree in the opinion expressed by successive chief commissioners of Assam, that that Province is not yet ripe for the admission of provincial officers to any of the reserved posts. It appears that the Provincial Service in Assam is largely recruited from Bengal and that it would be almost, if not quite, impossible, in view of the progress in education and the administrative aptitudes of the people, to find within any time which can now be foreseen an indigenous officer who could be utilised in one of these posts. Assam must therefore, like Burmah, for the present remain outside the scope of the present orders.

5. Dealing in the first instance only with the superior appointments, and reserving for the next paragraph the case of joint and assistant magistrates and collectors, the following are the rates of pay for officers of the Provincial Service in each grade, which the Secretary of State has sanctioned:—

JUDICIAL.

EXECUTIVE.

Madras.

	Rs.		Rs.
Judge, 1st grade	1,600	Collector, 1st grade	1,600
Judge, 2nd grade	1,200	Collector, 2nd grade	1,200
		Secretary to the Board of Revenue	1,000
		Under Secretary to Government	700

JUDICIAL.		EXECUTIVE.	
<i>Bombay.</i>			
	Rs.		Rs.
Judge, 1st grade	- 1,600	Magistrate and collector, 1st grade	- 1,600
Judge, 2nd grade	- 1,200	Magistrate and collector, 2nd grade	- 1,200
Judge, 3rd grade	- 1,000	Talukdari settlement officer	- 800
Joint judge	- 800		
1st grade assistant judge	- 600		
2nd grade assistant judge	- 500		
Registrar, High Court	- 1,200		
<i>Bengal.</i>			
	Rs.		Rs.
District and sessions judge, 1st grade	- 1,600	Magistrate and collector, 1st grade	- 1,600
District and sessions judge, 2nd grade	- 1,200	Magistrate and collector, 2nd grade	- 1,200
		Magistrate and collector, 3rd grade	- 1,000
		Secretary to the Board of Revenue	- 1,200
		Under Secretary to Government	- 700
<i>North-western Provinces and Oudh.</i>			
	Rs.		Rs.
District and sessions judge, 1st grade	- 2,000	Magistrate and collector, 1st grade	- 1,600
District and sessions judge, 2nd grade	- 1,600	Magistrate and collector, 2nd grade	- 1,200
District and sessions judge, 3rd grade	- 1,200	Magistrate and collector, 3rd grade	- 1,000
District and sessions judge, 4th grade	- 1,000	Junior Secretary, Board of Revenue, grade	
Small Cause Court judge	- 800-1,000	pay, plus	- 150
		Assistant settlement officer, 1st grade	- 700
		Assistant settlement officer, 2nd grade	- 500
		Assistant Director, Department of Land	
		Records and Agriculture	- 400-500
<i>Punjab.</i>			
	Rs.		Rs.
Divisional judge, 1st grade	- 1,600	Deputy commissioner, 1st grade	- 1,600
Divisional judge, 2nd grade	- 1,400	Deputy commissioner, 2nd grade	- 1,200
Divisional judge, 3rd grade	- 1,200	Deputy commissioner, 3rd grade	- 1,000
District judge, 1st grade	- 1,000	Settlement collector, 1st grade	- 1,000
District judge, 2nd grade	- 800	Settlement collector, 2nd grade	- 800
		Junior Secretary to Financial Commis-	
		sioner	- 600

These rates of pay will, of course, be liable to alteration at any time should the interests of the public service require it.

6. The Government of India have determined, with the approval of the Secretary of State, to amalgamate the scheduled posts on the executive side subordinate to the headship of a district, with the existing grades of deputy magistrates and collectors.

These posts are the following:—

Madras	-	-	-	-	-	7
Bombay	-	-	-	-	-	9
Bengal	-	-	-	-	-	8
North-western Provinces and Oudh	-	-	-	-	-	9
Punjab	-	-	-	-	-	3

In all these Provinces the majority of them are at present held by statutory civilians appointed under the Rules of 1879, while in some they are still occupied by officers of the Civil Service of India or Commissions appointed before 1882. Until these statutory civil servants are provided for, either by promotion or by amalgamation with the new Provincial Service, the posts which they hold cannot be thrown into the general *cadre* of the latter service; but when that happens, and when the prior claims of officers of the Civil Service of India and Commissions have been satisfied, the posts now specified should be distributed as follows among the existing grades of deputy magistrates and collectors and extra assistant commissioners:—

<i>Madras.</i>		<i>Bengal.</i>	
	Rs.		Rs.
2 posts in the 1st grade on (Corresponding to sub-collector.)	- 700	2 posts in the 3rd grade on (Corresponding to joint magistrate, 1st grade.)	- 600
4 posts in the 3rd grade on (Corresponding to head assistant.)	- 500	2 posts in the 4th grade on (Corresponding to joint magistrate, 2nd grade.)	- 500
1 post in the 5th grade on (Corresponding to passed assistant.)	- 300	2 posts in the 5th grade on	- 400
		2 posts in the 6th grade on (Corresponding to assistant magistrates on Rs. 500 and Rs. 450 respectively.)	- 300

<i>Bombay.</i>	Rs.	<i>Punjab.</i>	Rs.
3 posts in the 3rd grade on (Corresponding to first assistant.)	- 600	1 post of extra assistant commissioner, 3rd grade on (Corresponding to assistant commissioner, 2st grade).	- 600
4 posts in the 4th grade on (Corresponding to second assistant.)	- 500	4 post of extra assistant commissioner, 5th grade on Corresponding to assistant commissioner, 2nd grade.)	- 400
2 posts in the 6th grade on (Corresponding to passed assistant.)	- 300		
<i>North-western Provinces and Oudh.</i>			
4 posts in the 5th grade on (Corresponding to joint magistrates and assistant commissioners, 1st grade.)	- 600	1 post of extra assistant commissioner, 6th grade on (Corresponding to assistant commissioner, 3rd grade.)	- 300
5 posts in the 3rd grade on (Corresponding to joint magistrates and assistant commissioners, 2nd grade.)	- 400		

7. The addition of these posts to the *cadre* of the Provincial Service will necessitate recruitment in the lower grades to supply the place of those who will be moved up to fill them; and this can take place at once where the condition of the service demands it. Those statutory civilians who were appointed in the various Provinces in 1889 and 1890, on the understanding that they would be transferred to the Provincial Service when it was constituted, should now be gazetted to their appropriate places in that service. In accordance with the decision of the Secretary of State they will, like other statutory civil servants who join the Provincial Service, be understood to have a preferential claim for promotion to the scheduled posts (subject, of course, to the special claims of members of the Civil Service of India and officers of the Commissions appointed before 1882) over the other members of that service.

8. The Statutory Rules of 1879 now require the approval and sanction of Governor General in Council to all nominations made by local governments. These nominations are at present ordinarily to offices in the subordinate ranks of the Covenanted Civil Service. The subordinate posts included in the list being thrown open to the Provincial Service the Local Government will no longer require the sanction of the Government of India to appointments to them. His Excellency in Council, however, thinks that for the present it will be necessary to retain the rule requiring such sanction in the case of appointments (whether permanent or officiating for a period exceeding three months) under the Statute to headships of districts and district judgeships in Madras, Bombay, Bengal, and the North-western Provinces and Oudh, and to headships of districts, divisional judgeships and settlement collectorships in the Punjab. He is willing that in the case of all other scheduled appointments the Local Government should nominate without reference to him. He is also willing that in the case of officiating appointments of provincial officers for short vacancies not exceeding three months at a time, to headships of districts and the other posts mentioned above, such reference should be dispensed with. Such short vacancies will afford the means of testing an officer's fitness for more extended employment in those posts; and in reporting for sanction nominations for longer periods it should always be stated whether an officer has been tried in this manner, and with what result. As a general rule the Governor General in Council thinks that it will be prudent to take every suitable opportunity of thus ascertaining an officer's capacity before proposing to employ him permanently in these important and responsible posts. His Excellency in Council also desires to correct the impression which appears to have prevailed in some quarters, that it will be necessary for a provincial civil servant to go through the whole succession of subordinate grades in the Executive or Judicial Service before he can be selected for a scheduled post. On the contrary, it will always be desirable to select persons for higher executive offices who, while they have given proof of distinguished ability by sufficiently long service, are still comparatively young, and possess that bodily activity which is a *sine qua non* for such employment. Every appointment of the kind must be based wholly upon fitness and merit, seniority being regarded only when the claims of two or more officers who are equally fit come into competition. Nor does the Governor General in Council intend that selection should be less absolute, or more restricted to the higher grades of the Provincial Service in the case of judicial appointments. It has been too much the custom to regard promotion from grade to grade of the Subordinate Executive and Judicial Services as a mere matter of seniority; and it should be made publicly known that every Government and Administration deserves liberty to make promotions in these grades without regard to seniority.

9. In Appendix A. attached to this resolution will be found an example of the form in which the Government of India think that the list of appointments open to the Provincial Service should be published by the Local Government. Each Local Government should frame and issue its list accordingly. In the Quarterly Provincial Civil List this form should, with the omission of the last paragraph, be prefixed to that division of the list which exhibits the appointments held by members of the Provincial Service. In lieu of the last paragraph a note should be entered in the list of subordinate offices, against each grade to which additions have been made, referring to the notification, and stating that "To this grade appointments have been added as
"representing the same number of appointments of
* the Civil Service." , now treated as open to

10. The Government of India recently directed that each statutory civilian appointed before the close of 1889 might be called upon to choose whether he would retain his present position, or be transferred to the Provincial Service with an acknowledgment of his preferential claims to promotion to scheduled appointments before other members of the Provincial Service. As regards Bengal, Madras, the North-western Provinces and Central Provinces, only one statutory civilian has elected to enter the Provincial Service. In Bombay and the Punjab they have not yet made their election. But as it is not improbable that some obscurity may still remain in the minds of the officers who were called upon to make their election, in regard to the advantages and disadvantages to them of the transfer, a further opportunity ought to be afforded these gentlemen of reconsidering the decision at which they have provisionally arrived. The Governor General in Council will address local governments and administrations again on this subject in a separate communication.

11. The present Uncovenanted Service Leave and Pension Rules, or in other words, the provisions of Part III., Chapter XIV., of the Civil Service Regulations, regarding leave, and of Part IV., Chapters XV. to XIX., regarding pension, will be applied to the Provincial Service. But the present statutory civilians, whether they enter that service or not, will continue to be governed by the Leave and Pension Rules now applicable to them.

12. After considering the suggestions made by the local governments and administrations, the Governor General in Council has prepared a revised draft of rules for the appointment of natives of India to offices reserved under the Statute of 1861, which will be submitted in due course for the sanction of the Secretary of State for India in Council, and if approved by him will be published for general information.

13. As regards the rules for admission to the Provincial Service in each Province, and the precise place where the line should be drawn between the Provincial and Subordinate Services, the Government of India propose to address the local governments and administrations separately, as there are great differences in the circumstances of the several Provinces and the classes from which the local officials must be drawn.

ORDER.—Ordered, that this resolution be communicated to local governments and administrations, and that it be published in the "Gazette of India" for general information.

[True Extract.]

C. J. LYALL,
Secretary to the Government of India.

APPENDIX A.

(Referred to in Paragraph 9 of preceding Resolution.)

With the previous sanction of the Governor General in Council, the Governor in Council is pleased to notify that the following appointments in the Madras Presidency, to fill which members of the Civil Service of India have hitherto been recruited, shall be appointments to which members of the Madras Civil Service can properly be appointed, subject to the rules for the time being in force under 33 Vict. c. 3 s. 6:—

- 4 posts of district and session judge.
- 2 posts of collector and magistrate of a district.
- 1 post of Secretary to the Board of Revenue.
- 1 post of Under Secretary to Government.

2. When these posts are held by members of the Madras Civil Service their pay shall be as follows:—

	Rs.
District and Sessions Judge—	
If in the 1st grade - - - -	1,600
If in the 2nd grade - - - -	1,200
Collector and Magistrate—	
If in the 1st grade - - - -	1,600
If in the 2nd grade - - - -	1,200
Secretary to the Board of Revenue	1,000
Under Secretary to Government	700

3. In addition to these appointments the following appointments, for which recruitment has hitherto been made in the Civil Service of India, have been thrown open to the Madras Civil Service and added to the existing grades of that service:—

	converted into		Rs.
2 posts of sub-collector and joint magistrate	}	2 posts of deputy magistrate and collector, 1st grade, on - - - -	700
4 posts of head assistant to the collector and magistrate		4 posts of deputy magistrate and collector, 3rd grade, on - - - -	500
1 post of assistant collector and magistrate		1 post of deputy magistrate and collector, 5th grade, on - - - -	300

APPENDIX IV.

No. $\frac{7}{47-49}$.

EXTRACT from the PROCEEDINGS of the GOVERNMENT OF INDIA in the HOME DEPARTMENT (Public), under date Calcutta, the 7th January 1893.

READ—

Home Department Resolution, dated the 21st April 1892, conveying the orders of the Government of India on the proposals of the Public Service Commission in regard to the constitution of the Provincial (Executive and Judicial) Services.

Letter to the Chief Commissioner, Central Provinces, No. 1539, dated the 27th May 1892, conveying the orders of the Government of India on certain points in connexion with the constitution of the Provincial Service in the Central Provinces.

Letter from the Chief Commissioner, Central Provinces, No. 3567, dated the 28th May 1892 offering his views on the subject of the constitution of the Provincial Service in those Provinces.

Letter from the Chief Commissioner, Central Provinces, No. 3965, dated the 13th June 1892, on the same subject.

The Despatch of the Government of India, to the Secretary of State, No. 62, dated the 13th September 1892, stating the conclusions arrived at by the Government of India on the subject.

The reply of the Secretary of State, No. 111, dated the 17th November 1892, concurring in the conclusions set forth by the Government of India.

RESOLUTION.

In paragraph 4 of the Home Department Resolution of the 21st April last, cited in the preamble, enumerating the appointments in the different Provinces which should, for the present, be entered in the list as open to the Provincial Service, it was stated that, before passing orders as to the Central Provinces, his Excellency would await a further expression of Mr. MacDonnell's views on the question. After carefully considering the Chief Commissioner's suggestions, the Governor General in Council has now, with the approval of the Secretary of State, determined that the following posts in those Provinces shall, for the present, be placed on the list of appointments open to the Provincial service :—

Head of district	-	-	-	-	-	1
Small Cause Court judges	-	-	-	-	-	2
Registrar, Judicial Commissioner's Court	-	-	-	-	-	1
Assistant to settlement commissioner	-	-	-	-	-	1
Assistant commissioners	-	-	-	-	-	2
						7

2. The rates of pay fixed for officers of the Provincial Service holding the headship of a district and the Small Cause Court judgeships are as follows :—

	Rs.
Deputy commissioner	{ 1,600 for the 1st grade.
	{ 1,200 " 2nd "
	{ 1,000 " 3rd "
Small Cause Court judges	{ 800
	{ 700

• But these rates of pay will be liable to alteration at any time should the interests of the public service require it.

The Governor General in Council has decided, with the approval of the Secretary of State, to amalgamate the remaining appointments with the existing grades of extra assistant commissioners. They will be distributed as follows among these grades, when the prior claims of the existing statutory civilians and of the officers of the Indian Civil Service or the Commission have, as explained in paragraph 6 of the resolution of 21st April 1892, been satisfied :—

	Rs.
1 post in the 2nd grade (corresponding to assistant commissioner, 1st class)	600
1 post in the 3rd grade (corresponding to assistant commissioner, 2nd class)	500
1 post in the 4th grade (corresponding to assistant commissioner, 3rd class)	400
1 post in the 5th grade (corresponding to assistant commissioner, 4th class)	300

A local allowance of Rs. 100 will be attached to the office of Registrar of the Judicial Commissioner's Court, and to that of assistant to the settlement commissioner, when held by officers of the Provincial Service.

ORDER.—Ordered, that this resolution be communicated to the Chief Commissioner, Central Provinces, that a copy, with copy of the Despatch from the Secretary of State, No. 111, dated the 17th November 1892, be forwarded to the Department of Finance, and that it be published in the "Gazette of India" for general information.

[True extract.]

C. J. LYALL,
Secretary to the Government of India.

APPENDIX V.

Nos. $\frac{81}{746-753}$ dated Simla, the 18th April 1879.

From C. BERNARD, Esq., C.S.I., Officiating Secretary to the Government of India, Home Department, to LOCAL GOVERNMENTS and ADMINISTRATIONS in the BENGAL PRESIDENCY.

On the 16th February 1872 was published in the "Gazette of India" correspondence, in which Her Majesty's Government had directed—

- (1.) That offices to which it is desirable to appoint persons not natives of India should be, as far as practicable, filled from the ranks of the Covenanted Civil Service or from the Staff Corps;
- (2.) That so far as may be possible and consistent with the requirements of the public service, all offices, other than those reserved for the Covenanted Civil Service, and those for which technical or professional qualifications are desirable, should be held by natives of India; and
- (3.) That, as a rule, persons with special qualifications, not being natives of India, should be engaged at home, through Her Majesty's Secretary of State, for such branches of the service as the Educational or the Public Works Department, and should not be enlisted in India.

2. Those orders have been in the main obeyed. But still from time to time Europeans have been appointed to posts for which natives are eligible; and the Governor General in Council deems it necessary to lay down a somewhat stricter rule, and to distinguish the branches of the service which should be, as far as possible, reserved for natives of India. It may be well to cite here the definition of "Natives of India" framed by Act of Parliament. Section 6 of 33 Victoria, chapter 3, says— "For the purposes of this Act, the words 'Natives of India' shall include any person born and domiciled within the dominions of Her Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only." The section goes on to say that "it shall be lawful for the Governor General in Council to define and limit from time to time the qualification of natives of India thus expressed: provided," &c. For the purposes of the present orders, the foregoing definition of "Natives of India" is adopted, with the proviso that "persons born and domiciled," &c. within the territories of Indian Princes tributary to, or in alliance with, Her Majesty, shall also be considered to be "Natives of India."

3. For the future, no persons, other than a native of India, shall be appointed to an office carrying a salary of Rs. 200 a month or upwards without the previous sanction of the Governor General in Council in each case, unless the proposed appointment falls under one or other of the following conditions, namely:—

- (a.) That the person to be appointed belongs to the Covenanted Civil Service, or to the Staff Corps;
- (b.) That the person to be appointed was originally nominated to the—
 - (1.) Financial Department, by the Governor General after examination;
 - (2.) Forest Department, by the Secretary of State, or by the Governor General after examination; or
 - (3.) Educational Department, by the Secretary of State;
- (c.) That the person to be appointed enter the branch of the department, in which he is now to be promoted, before the 1st January 1879;
- (d.) That the office to which appointment is to be made belongs to—
 - (1.) The Opium Department;
 - (2.) The Salt or Customs Department;
 - (3.) The Survey Department;
 - (4.) The Mint Department;
 - (5.) The Public Works Department; or
 - (6.) The Police Department.

4. No person, other than a member of the Covenanted Civil Service, shall be appointed for the first time to any office, which is usually reserved for the members of that service, without the previous sanction of the Governor General in Council. For the appointment of natives to such posts regulations will, with the sanction of Her Majesty's Secretary of State, shortly be issued.

5. When sanction is sought to a proposed appointment under either of the two foregoing paragraphs, the application for such sanction should show—

- (a.) the education and past history of the person whom it is proposed to appoint; and
- (b.) the reason why a native of India (or, in the case of appointments under paragraph 4, a member of the Covenanted Civil Service) cannot conveniently be appointed to the vacant office.

6. Though the six departments named under clause (d.) of paragraph 3 above are excluded from the operation of the present orders, the Governor General in Council does not wish that offices in these departments should be in any way reserved for Europeans. The duties of the Opium and Customs Departments are not more technical or arduous than those of the land revenue and settlements branches of the service, wherein natives of India do excellent work. Men of the same race as Colonel Montgomerie's native trans-Himalayan explorers can surely be entrusted with responsible offices in the survey of the plains of India. The Governor General in Council has been glad to see that, in one most important branch of the Public Works Department of Bengal, the Lieutenant-Governor has decided that native engineers should be employed much more largely than heretofore. The annual police reports for the various Provinces show that native police officers when advanced to positions of trust do their work zealously and honestly. And the Governor General in Council hopes that it may be possible to appoint natives of India more and more freely to the higher offices in these departments. But for the present his Excellency in Council is not prepared to take special steps for restricting the employment of Europeans in the six departments mentioned at clause (d.) above.

Nos. 754 to 759.

COPY forwarded to the several DEPARTMENTS of the GOVERNMENT of INDIA for information.

No. 29, dated Simla, the 24th April 1879.

From the GOVERNMENT OF INDIA to HER MAJESTY'S SECRETARY OF STATE FOR INDIA.

We have recently had under consideration the best means of securing that full effect be given to the orders of Her Majesty's Government on the subject of—

- (1.) appointing natives of India to an increasing majority of higher offices in the Uncovenanted Service; and
- (2.) reserving the offices to which it is not desirable to appoint natives of India, as far as practicable, for covenanted civil servants, officers of the Staff Corps, or persons appointed by the Home Government.

2. The series of Despatches which ended with your predecessor's Despatch, No. 451, dated 6th December 1871, were circulated to the several local governments for their guidance in the year 1872.

* Government of India's Despatch, No. 35, dated 2nd May 1878.
Secretary of State's reply, No. 125, dated 7th November 1878.

We have recently been awaiting your Lordship's instructions on our proposals regarding the native Civil Service* before issuing further orders in the matter. We have now received an expression of your views on that important question. There is, therefore, no necessity for further delay in enforcing the instructions of Her Majesty's Government, to which we have above adverted. And we have issued the enclosed circular † instructions to the Governments and Administrations of the Bengal Presidency. We consider it would be advisable that similar instructions should be issued to the Governments of Madras and Bombay. But on this point we solicit your Lordship's orders.

† Nos. 21—746 to 759, dated 18th April 1879.

3. It will be seen that the Police, Customs, and Opium Departments* are the chief civil departments of the service to which the local governments will, under our proposed orders, be able to appoint Europeans to important offices without the previous sanction of the Governor General in Council. We do not wish in any way to prevent or discourage the appointment of natives of India to high posts in these departments; but, for the present, we do not feel able to take special steps for excluding Europeans from employment in these departments.

No. 66 (Public), dated India Office, London, the 10th July 1879.

From HER MAJESTY'S SECRETARY OF STATE FOR INDIA to his Excellency the Right Honourable the GOVERNOR GENERAL OF INDIA IN COUNCIL.

I have considered in Council the Despatch of your Excellency in Council, dated 24th April last, No. 29, forwarding circular instructions which you have issued to the Governments and Administrations of the Bengal Presidency, with the view of giving effect to the orders of Her Majesty's Government that natives of India should be appointed to an increasing majority of higher offices in the Uncovenanted Service, and that the offices to which it is not desirable to appoint natives should be reserved, as far as practicable, for covenanted civil servants, officers of the Staff Corps, or persons appointed by the Home Government.

2. You state that, although you do not wish to present or discourage the appointment of natives to high posts in the Police, Customs, and Opium Departments, you do not for the present feel able to exclude Europeans from employment in these departments.

3. I cordially approve the instructions you have issued in the Bengal Presidency, which will, it may be expected, if carefully observed, lead to the appointment of natives of India to fill a larger number of the higher posts in the Uncovenanted Service, and I have issued corresponding instructions to the Governments of Madras and Bombay, of which I enclose a copy.

Nos. 7 and 9, dated India Office, London, the 10th July 1879.

From HER MAJESTY'S SECRETARY OF STATE FOR INDIA to his Excellency the Honourable the GOVERNOR IN COUNCIL, Bombay, and to his Excellency the Most Noble the GOVERNOR IN COUNCIL, Madras.

I forward herewith, for your information and guidance, a copy of a circular which has been issued by the Government of India to the Governments and Administrations of the Bengal Presidency, containing instructions on the subject of appointing natives of India to an increasing majority of higher offices in the Uncovenanted Service, and of reserving the offices to which it is not desirable to appoint natives of India, as far as is practicable, for covenanted civil servants, officers of the Staff Corps, or persons appointed by the Home Government.

2. I request that the principles laid down in this circular may be applied also in the ^{Madras} ~~Bombay~~ Presidency, and that, with the exceptions therein contained, no person, other than a native of India, may in future be appointed to an office carrying a salary of Rs. 200 a month or upwards unless the sanction of the Secretary of State in Council to such appointment shall have been previously obtained.

APPENDIX VI.

EXTRACT para. 60 of the REPORT of the PUBLIC SERVICE COMMISSION, 1886-87.

60. *Points of Inquiry: View likely to be taken by the Native Community regarding Competition in India: Advantages and Disadvantages of such a System.*—Of all the matters which have been referred for the consideration of the Commission, there is perhaps none which is more important in itself, and to which greater importance is attached by the educated classes, than the introduction of a competitive examination in India for the Civil Service, to be held simultaneously with the competition in England, the examinations being identical in all respects. The evidence tendered before the Commission on this point may, broadly speaking, be divided under two heads, namely, (1) that given by witnesses belonging to those classes which have made the greatest progress in education and (2) that given by others who feel that, in the present circumstances of the country, important classes of the community are practically debarred from success in examinations designed mainly as tests of educational qualification. Under the first may be included the majority of the witnesses who belong in Northern, Central, and Southern India to the Hindu community, and in Western India partly to that community and partly to the Parsis. Under the second may be included the majority of the witnesses belonging to the Muhammadan community and to classes whose educational progress has, for various reasons, been retarded. Such being the nature of the evidence tendered before the Commission, it is obviously impossible to say that any common view in regard to competitive selection in India is held by the native community.

Briefly stated, the arguments usually advanced by those who favour the plan of a competitive examination in India, are that the introduction of some such system is necessary to remove obstacles which at present preclude natives of India from competing on terms of equality with British-born subjects of Her Majesty, and that the interposition of such obstacles is inconsistent with the Statute of 1883 and the Queen's Proclamation of 1858. In the first place, there are religious and caste objections, to which the Commission will hereafter refer, which debar members of certain classes from crossing the sea. But even when those objections do not exist it is argued with much force that Indian parents are naturally reluctant to send their children at a comparatively early age to a distant country, where they are exposed to many temptations, and where sufficient supervision may not be exercised over them; and it is still more strongly insisted that considerations of expense deter many native youths from appearing as candidates at the examination in England, especially in view of the risk of failure, which, under the conditions of the English examination, must always be great in the case of Indian candidates. These difficulties, it is said, deter many of the best natives of India from seeking entrance to the Covenanted Civil Service, and practically have the effect of a race disqualification.

On the other hand, it is argued that, in the present circumstances of social life in India, open competition in that country would not justify, to the same extent as similar competition in England, the presumption that the successful candidates would possess in a sufficient degree the qualities essential for high administrative office; that Indian schools and colleges do not at the present time supply an education and training of the high and liberal kind considered to be a necessary qualification for admission to the Indian Civil Service, and that an open competition in India for the Covenanted Civil Service would operate with inequality, excluding altogether some important classes of the community, while giving undue advantages to others. It is further argued that it could scarcely fail,

—in view, on the one hand, of the large number of candidates who would offer themselves for examination, and, on the other hand, of the small number who could, under any circumstances, be successful,—to create a large disappointed, and thereby probably discontented class, which would cause considerable embarrassment to the Government. Doubts have been also expressed whether pressure would not sooner or later be brought to bear on the Government with a view to make the examination of a less English and a more oriental character, and to adjust it on terms more favourable to native candidates. Again, some witnesses have referred to the injurious effect which, in their opinion, would be exercised upon the development of education in this country by an open competition for the Civil Service. It is urged that, in view of the value of the prizes offered, such an examination would be followed by the creation of private establishments for the main, if not the sole, purpose of offering special preparation to intending candidates, while the regular educational institutions would scarcely be able to resist the temptation of so shaping the course of their study as to secure success at the Indian examination rather than to impart a general liberal education to the mass of their scholars. Some witnesses, indeed, have expressed the opinion that the effect of unqualified competition in India on general education would be so disastrous as to constitute a national evil of great ultimate importance. There are two other objections taken to the establishment in India of competitive examinations for the Civil Service to which it is necessary to refer, namely, the difficulty which would be experienced in maintaining the secrecy of the examination papers, and in making satisfactory arrangements for that portion of the examination which is conducted *vivâ voce*. It is said that experience in connexion with examinations in India has shown very real difficulties to exist under the former of these heads, which, if not actually insurmountable, are at all events sufficient to suggest the necessity for the greatest caution. As regards the *vivâ voce* examination, it is contended that it would be impossible to secure either uniformity of test or the high standard exacted in England if the work were undertaken by the professional staff available in India.

On a full consideration of the evidence before it, the Commission has come to the conclusion that it is inexpedient to hold an examination in India for the Covenanted Civil Service simultaneously with the examination in London. With regard to the bearing of the Statute of 1833 and the Proclamation of 1858 on the question, the Commission is of opinion that the provisions of the Statute and the declarations embodied in the Proclamation are not affected by the place of examination. The question is simply one as to the qualifications required and the arrangements under which officers possessing such qualifications can best be secured. The object of the Government of India in recruiting in England a limited staff of officers, who after a training in India might be entrusted with the more important executive and judicial charges, was (*inter alia*) to secure an administration conducted so far as possible on principles and by methods in harmony with modern civilization. The circumstances of India rendered it necessary that, save in exceptional instances, officers with an education which promised the possession of the qualities necessary to achieve this result, should be obtained in England; and from the time the competitive system was introduced, it has been understood that the examination was to bear a distinctively English character, and to constitute a test of English qualifications. The most natural arrangement, therefore, was that the examination should be held in England, as being the centre of the educational system on which it was based. This conclusion appears to the Commission to be right. In order to attract to its service youths whose talents entitled them to aspire to the substantial rewards of political or professional life in England, it was necessary for the Government to offer compensation for the prospects surrendered in the form of liberal salaries. It has been justly objected that the emoluments of these officers entail a serious charge on the Indian revenues, and that the financial interest of the State require that the recruitment in England should be curtailed and an indigenous agency substituted, where and in so far as the social and political progress of India renders it possible. Of those who advocate a contemporaneous examination in India, the majority are willing to allow that, in order to secure progress, it is for the present necessary that the administration should be conducted by the same methods and on the same principles as in the past, and that the higher offices of the administration must in the main be held by officers of English education. By limiting the recruitment in England to such strength only as is required to fill the highest and leave the upper ranks of the service, an opportunity of advancement to places of trust and responsibility is afforded to those whose scruples debar them from the competition in England, while the expenditure incurred in recruiting Indian talent at the rates necessary to attract qualified English agency is avoided. In regard to the character of the education supplied by schools and colleges in India, the Commission concurs with those witnesses who consider that these institutions, which are of comparatively recent growth, cannot at present be relied upon to supply a general education of the high and liberal kind contemplated as a necessary qualification for admission to the Indian Civil Service. Whether within any reasonable time the educational conditions prevalent in India may attain a degree of development which would justify simultaneous examinations in India for the Covenanted Civil Service, the Commission is unable, from any evidence before it to form an opinion. But it considers that such an arrangement could not be made at present without injury to the public interests and the substitution of qualifications of a different kind from those now required. The Commission is further of opinion that for the present and for some time to come inequality of a more marked kind than any that can at present be reasonably complained of would result from an open competition for the Covenanted Civil Service if held in India. The general correctness of this conclusion appears to be borne out by the statistics given in the tables attached to this Report as Appendix M. These statistics show the principal classes of the community to which the students belong, who have, during recent years, passed certain University examinations in India; the particular castes to which the successful Hindu candidates belong in the case of the Madras University (from which University alone the necessary information

under this head could be procured) and the number of successful and unsuccessful candidates at certain Arts examinations held at the Indian Universities since those institutions were established in 1864.

In regard to the injurious effects which, in the opinion of some witnesses, would be exercised upon the development of education in this country by a competitive examination for the Civil Service if held in India, the Commission would refer to the fact that the tendency indicated has been felt as an evil even in England, where the institutions for higher education are numerous enough to admit of the easy application of counterbalancing checks. In India, on the other hand, one of the chief difficulties experienced is that of making the students appreciate the value of education for itself, and some authorities complain that the system of "cramming" already prevails to a pernicious extent.

Lastly, the Commission attaches much importance to that part of the examination which is conducted *vivâ voce*. When the conduct of the competitive examination in England was made over to the Civil Service Commissioners in 1858, the Commissioners applied the *vivâ voce* test, not only to English, Greek, and Latin, with reference to which subjects alone it had been used in the preceding years, but also to all other subjects; and they wrote,* "we have every reason to believe that the alteration has been a beneficial one." In a later Report † the Commissioners observed: "In each subject there is a *vivâ voce* examination, to which we attach great importance, introduced for the express purpose of fully testing the genuine character of a candidate's knowledge, in addition to calling into play those qualities which are little, if at all, elicited in an examination by written papers, viz., his readiness, self-reliance, and moral courage." These views meet with the general concurrence of the Commission. The *vivâ voce* examination enables a skilful and experienced examiner to ascertain whether the written answers of a candidate represent the results rather of a highly cultivated memory than of a thorough comprehension of the subjects he has studied. At the same time it tests the possession by candidates of other qualities of considerable importance to persons who aspire to enter the Indian Civil Service. Moreover, in certain subjects—for instance, the Natural Science group—a *vivâ voce* examination could not be abandoned without seriously diminishing the value of the tests applied. On this subject generally the Commission concurs in the ‡ remarks made in 1858 to the Secretary of State by the Civil Service Commissioners when discussing the regulations to be framed under the provisions of section 32 of the Statute 21 & 22 Vict. c. 106.:—"Regard being had to the peculiar position of Indian Civil Servants and the magnitude of the interests committed to their charge, it may be said, without exaggeration, that errors of principle in the selection of those officers, whether arising from imperfect knowledge or partial views, might lead to results, the full evil of which would not be discovered until much irremediable mischief had been occasioned."

In deciding against the adoption of competition in India for the Covenanted Civil Service, the Commission is far from advocating the interposition of any unnecessary obstacles to the competition of any class of Her Majesty's subjects at the examination for the Indian Civil Service held in England. The object of the Commission is to make such recommendations as it considers calculated to secure the most efficient class of public servants and, consistently with this paramount condition, to do full justice to the claims of natives of India to higher and more extensive employment in the public service. It believes that natives of India who undergo English training and show the degree of enterprise, strength of character, and other qualities, without which success can scarcely be expected in the English examination, are to be welcomed as suitable recruits for the Covenanted Civil Service. But it cannot recommend any alteration of the condition attached to the English examination merely to facilitate the entry of any one qualified class of Her Majesty's subjects more than another to the Indian Civil Service. Holding, as it does, an opinion adverse to the introduction of a competitive examination in India for the Covenanted Civil Service, the Commission is unable to answer the inquiries put to it as to the incidents which should attach to such an examination.

The members of the Commission named in the margin do not share in the apprehensions expressed above as to the probable result of the introduction of an examination in India for the Covenanted Civil Service simultaneous with the examination in England; and they wish it to be noted that they have not deemed it necessary either to state at length the arguments in support of the view they have taken or to meet the objections raised against it, as the scheme § which is now unanimously recommended by the Commission is, in their opinion, well calculated to secure the end they have in view, and at the same time is not open to the objections urged against simultaneous examinations.

The Honourable Romesh Chunder Mitter,
B.L.
M. R. Ey. Salem Ramaswami Madali-
yar, B.L.
Rao Bahadur Krishnaji Lakshman
Nulkar.

* Fourth Report of Her Majesty's Civil Service Commissioners, page 26.
† Tenth Report of Her Majesty's Civil Service Commissioners, page 6.
‡ Fourth Report of Her Majesty's Civil Service Commissioners, page 227.
§ See Chapters VII. and VIII. of the Report.

DESPATCH from the SECRETARY OF STATE FOR INDIA IN COUNCIL to his Excellency the Right Hon. the GOVERNOR GENERAL OF INDIA IN COUNCIL.—No. 37, Public, dated India Office, London, 19th April 1894.

My Lord,

I have considered in Council the letter from your Government, No. 62, Public, dated 1st November 1893, reporting, in accordance with my predecessor's instructions, as to the mode in which, and the conditions and limitation under which, it would be possible to give effect to the resolution of the House of Commons, upon the holding of simultaneous examinations in England and in India for the Indian Civil Service. This question which your Government had regarded as set at rest by the report made by the Public Service Commission in December 1887, and by the constitution of the new Provincial Services in pursuance of that Commission's recommendations, has now been very fully and carefully discussed afresh, both by the local governments and in your letter under reply.

2. In 1870, by the Statute 33 Vict. c. 3. s. 6, it was provided that, subject to such rules as might be made with the sanction of the Secretary of State, natives of India might be appointed to any of the offices reserved under the Act of 1861 for members of the Civil Service. The object of this provision was, at the time of its enactment, declared to be to facilitate the appointment of natives of India of proved merit and ability to any high public employment for which they might be fitted by their qualifications. The Act in fact indicated and contained in itself the remedy which Parliament after full deliberation considered most appropriate for any disadvantages entailed on natives of India by reason of the examinations for entrance into the Civil Service being held only in London. A prolonged inquiry ensued as to the best mode of applying the remedy thus devised, and it was not until 1879 that rules were promulgated, inaugurating what has been popularly known as the Statutory Service. The appointments made under those rules failed to give satisfaction, and in 1886 a Commission of 15 members was directed to investigate the whole subject. One of the principal issues referred to this Commission was whether there should be an examination in India similar to that held annually in London, and a large number of witnesses were examined regarding the advantages and disadvantages of introducing such a system. On a full consideration of all the evidence the Commission, which contained six native members, came unanimously to the conclusion that "it is inexpedient to hold an examination in India for the Covenanted Civil Service simultaneously with the examination in London." Three of the native members did not altogether accept the reasons which had led their colleagues to this conclusion, but they nevertheless concurred in the report, because they considered that the general scheme which had been recommended was "well calculated to secure the end which they had in view."

3. To the general scheme thus unanimously recommended substantial effect has now been given, although not in the precise shape formulated by the Commissioners. It has been deemed preferable to adhere to the procedure laid down in the Act of 1870, and to provide by means of rules that, at the discretion of the local government, any particular proportion or number of any of the offices reserved for the Civil Service may be entered in a list as open to the newly created Provincial Service. Accordingly such a list has been prepared for each Province, and rules have been framed and issued under the sanction of the Secretary of State, by which the local governments are empowered to bestow any of the reserved posts so "listed" upon natives of India, being members of the Provincial Service. And not only has this power been conferred; steps have been taken by which the local governments will be obliged to fill one-sixth of the reserved offices by members of the Provincial Service, when the claims of the natives holding appointments under the Statutory Rules of 1879 have been satisfied. The number of officers annually recruited in England by examination has for several years been reduced by one-sixth, and will only suffice to fill five-sixths of the reserved appointments.

4. As is pointed out in the letter under reply, the present lists of appointments for which officers promoted from the newly organised Provincial Service are eligible have been prepared with reference only to proximate possibilities, and do not include more posts than those which the local governments expect to find provincial candidates qualified to occupy as soon as such posts become available. The Indian Civil Service contains 898 posts, of which 74 are in special or technical departments, not concerned with the general administration of the country. In most of these departments, the

chief exception being the Political Department, which deals with native states and frontier tribes, the number of covenanted civilians is small, and of the remaining 824 posts all are not held by covenanted civilians. The lists already published of posts tenable by officers promoted from the Provincial Service contain 93, or over 15 per cent., of the 612 offices, for which alone provincial officers can at present be regarded as ordinarily qualified. In arriving at this number, the Provinces of Burma and Assam are excluded from consideration, as also are the posts in the Punjab Commission reserved for military officers, and those high offices specified in paragraph 4 of your memorandum, but it is understood that, in the event of any Provincial officer being found qualified for one of these higher offices, it is your intention to proceed under the special provisions of section 3 of the Statute of 1861. A full one-sixth of 612 posts would give only a slightly larger per-centage (16.66) than that already conceded. In these calculations no account is taken of such natives of India as may succeed at the open competition in England; and it should be remembered that in 1884 Lord Ripon's Government wrote that, as the proportion of natives admitted under the Statutory Rules was one-sixth of the whole recruitment of the year, and as a certain number do from time to time obtain appointments through the open competition, "in fixing a per-centage of the whole recruitment to be at once reserved for natives we feel bound to recognise the effect of this double mode of admission, and, on a scrutiny of the results of past years, we think that this per-centage may fairly be taken at 18 per cent."

5. The necessity for maintaining an adequate proportion of Europeans in the service is so generally admitted that it is unnecessary for me to dwell on the arguments on which that policy is founded. I will only refer to the fact that, as is pointed out by the Lieutenant-Governor of the Punjab, a European officer stands clear of all the sects and disputes, whether religious or not, which form a prominent feature in Indian life, and thus holds a position of complete and acknowledged impartiality as between different classes of natives, to which few, if any, natives of India can attain. Your Government and almost all the local governments are decidedly of opinion that the limit of one-sixth must be maintained for many years to come; the only exception is the Madras Government, who have expressed the view that that Presidency could be efficiently administered if two-thirds of the civil servants attached to it were Europeans. You are also of opinion that "the proportion of natives of India who succeed in entering the service by competition at the London examination requires to be closely watched; and that it may become necessary hereafter to restrict the total proportion of Indians in the service, as Lord Ripon's Government proposed, to 18 per cent. or some similar figure." It is not, however, necessary at present to discuss this question. I entirely agree with your Government in regarding the maintenance of the Indian Civil Service in the highest efficiency attainable as a matter of supreme importance. This has been well shown in the following passage, with which the introductory portion of the letter under reply concludes:—

"Deducting the 93 posts assigned to the Provincial Service, the cadre of posts at present reserved for covenanted and military officers is 731. These are the officers on whose administrative capacity and fitness for rule depends the quiet and orderly government of 217½ millions of people, inhabiting 943,000 square miles of territory. This bare statement of figures should, we think, be sufficient to convince any impartial mind of the supreme importance of obtaining the best material, in the best way, for the arduous duties which these officers have to perform. They represent the British Government in India; in the eyes of the people they are the British Government; it is to their personal influence their impartiality, justice, and efficiency, their physical and moral fitness that the due administration of the empire is entrusted; upon them, and not immediately upon military force, our strength rests; any weakening of their influence or deterioration in their efficiency would imply a relaxation of the restraints of government, and a reversion *pro tanto* to the conditions from which the country emerged only when it came into British possession."

6. Another of the recommendations unanimously accepted by the Public Service Commission was that the limits of age prescribed for candidates at the London competition should be raised from 17 as a minimum to 19, and from 21 as a maximum to 23. This proposal was made in the interests of native candidates, and in consideration of the evidence adduced that natives of India were placed at a disadvantage, in competing with Europeans, by the lower limits. Full effect has been given to this recommendation.