

C O N T E N T S.

V2,8(L).N2t E9

1. Report of the Indian Medical Services Committee re: Reorganization of the Medical Services in India, 1919. (Chairman: Sir Verney Lovett). 1920. (Cmd.946.) 1-51 p.  
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2. Report of the Salaries Committee, Madras, 1919. (Chairman: N. E. Marjoribanks.) 52-126 p.  
X: 99V, 52-21.N2t FO
3. Report of the Telegraph Committee, 1920. (Chairman: H. Heseltine) 127-135 p. X35: 98: 52-2.N2t FO
4. do. do. 1921. (Chairman: Rao Bahadur Tiruvenkata Rangachariar.) 136-172 p.  
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- γ 5. Evidence of the B. & O. I. E. S. Association for the Royal Commission on Public Services in India. 1924. By G. S. Bhat. 173-176 p. V2,8.N23t F4: g
- γ 6. Revised Compilation of Rules re: Examinations of Assistant Collectors and other Officers. 177-210 p.  
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EAST INDIA (MEDICAL SERVICES COMMITTEE)

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**REPORT**  
OF THE  
COMMITTEE APPOINTED BY THE  
GOVERNMENT OF INDIA TO EXAMINE  
THE QUESTION OF THE RE-ORGANIZATION  
OF THE  
MEDICAL SERVICES IN INDIA

(President: Sir Verney Lovett, K.C.S.I., I.C.S.)

**April 1919**

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*Presented to Parliament by Command of His Majesty.*

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# MEDICAL SERVICES COMMITTEE.

No. 51-1.

*Simla, the 22nd April 1919.*

FROM

THE PRESIDENT,  
MEDICAL SERVICES COMMITTEE,

TO

THE SECRETARY TO THE GOVERNMENT OF INDIA,  
ARMY DEPARTMENT.

SIR,

I have the honour to submit herewith the report of the Medical Services Committee.

2. The orders of the Government of India appointing the Committee, as well as the terms of reference, are contained in your letter No. 16239-1 (A. D.), dated the 15th January, 1919, to the address of the Director-General, Indian Medical Service, the first four paragraphs of which run as follows:—

“I am directed to say that the Government of India have decided to appoint a committee, composed as under, to examine and report on the question of the re-organization of the medical services in India, both civil and military:—

## PRESIDENT.

The Hon'ble Sir Verney Lovett, K.C.S.I., I.C.S.

## MEMBERS.

Major-General G. Cree, C.B., C.M.G., A.M.S.

Major-General P. Hehir, C.B., C.M.G., C.I.E., M.B., I.M.S.

Major-General H. Hendley, M.D., K.H.S., I.M.S.

The Hon'ble Major-General G. G. Giffard, C.S.I., I.M.S.

Lieutenant-Colonel A. Shairp, C.M.G.

Lieutenant-Colonel G. B. A. Rind.

An officer of the Home Department to be nominated later.

## SECRETARY.

Major A. A. McNeight, M.B., I.M.S.

“2. The committee, which will meet in Delhi in January, 1919, should examine the question from the standpoint that it is desirable that there should be a unified medical service for India. The committee is not a travelling committee, but if they or any of their sub-committees consider it desirable to visit other places in the course of their enquiries, they are authorised to do so.

“3. The committee is empowered to summon to Delhi officers whose oral evidence is considered necessary or to consult by means of correspondence any officer whose views might be valuable.

"4. The Government of India desire that the committee, in carrying out their duty, should first formulate a general scheme for the future organization of the medical services in India. This portion of the work is urgent and the views of the committee should be submitted to this Department as early as possible, in order that the opinions of Local Governments and Administrations may be obtained. As soon as this report has been submitted, the committee should proceed with the examination of the position of military and civil assistant and sub-assistant surgeons and provincial subordinate medical services under the scheme, and also the future organization of the Medical Store Department. In dealing with these points sub-committees may be formed, co-opting, if necessary, other officers to serve thereon. In this connection it is desirable that the views of Indian medical men should be obtained and for this purpose, therefore, one Indian officer of the Indian Medical Service and one Indian private practitioner will be co-opted. I am to ask that the names of suitable Indians may be intimated to this Department as soon as possible."

3. The officer nominated by the Home Department to serve as a member of the committee was Mr. S. R. Hignell, C.I.E., I.C.S.

Owing to my duties in connection with the Imperial Legislative Council, I was unfortunately prevented from presiding over all the meetings of the Committee and was compelled to return to Delhi from Calcutta when the remainder of the Committee proceeded to Madras. I rejoined my colleagues at Bombay. During my absence Mr. Hignell officiated as President.

Lieutenant-Colonel Rind was unable, owing to his duties at Army Headquarters, to accompany us on tour, or to serve with the committee after our return to Simla. Major M. T. Cramer-Roberts, D.S.O., of the Adjutant-General's Branch at Army Headquarters, took his place on the Committee.

Three Indian gentlemen, instead of two, were co-opted as members of the Committee. These were the Hon'ble Colonel H. E. Banatvala, C.S.I., I.M.S., Inspector-General of Civil Hospitals, Assam; Lieutenant-Colonel Bhola Nath, C.I.E., I.M.S., and Sir Temulji B. Nariman, Kt., of Bombay. Lieutenant-Colonel Bhola Nath and Sir Temulji Nariman served with the committee during our sittings at Calcutta, Madras and Bombay. Colonel Banatvala was not relieved of his civil duties in time to join us before we reached Bombay. He sat with us there, and continued to serve on the Committee after our arrival at Simla. He has taken part in all our consultations here and authorises us to say that he concurs in all our recommendations.

The only other officer whom we co-opted was Lieutenant-Colonel H. Ross, O.B.E., I.M.S., Assistant Director-General, Indian Medical Service (Stores). He assisted our colleague, Lieutenant-Colonel A. Shairp, C.M.G., in examining the question of the future organization of the Medical Store Department.

4 The Committee assembled at Delhi on the 22nd January, and examined the first witness there on the 11th February. The time allowed for our enquiries was, as we speedily discovered, very short, as they obviously must embrace a variety of thorny and delicate questions. We considered that we would be most likely to elicit full facts and real opinions if we sat *in camera*. We, therefore, held our sittings in private throughout—they numbered 46 in all.

On the 23rd February we proceeded on tour, visiting successively Lucknow, Patna, Calcutta, Madras and Bombay, and examining witnesses at each of these places. On the conclusion of our inquiries at Bombay we proceeded to Simla to prepare our report. While at Delhi, and on tour, we examined in all 102 witnesses, consisting of 43 officers of the Indian Medical Service (including 3 Indians) 4 officers of the Army Medical Service and Royal Army Medical Corps, 7 members of the Indian Medical Department, 21 independent private practitioners (of whom 6 were Europeans and 15 Indians), 9 civil assistant surgeons, 5 civil sub-assistant surgeons, 2 medical missionaries, 6 non-official Indian gentlemen not connected with the medical profession, and 5 other witnesses including the Adjutant-General in India and a representative of the Government of Bombay. Among the 43 Indian Medical Service officers were 2 Surgeons-General with Local Governments, 5 Inspectors-

General of Civil Hospitals and 3 Medical Storekeepers to Government. The views of 5 Local Governments were presented to us by officers of the Indian Medical Service, who appeared as witnesses. The Government of Burma sent us a written statement of their views. We received other written statements from public bodies and individuals. At the end of our examinations of witnesses our co-opted colleagues favoured us with their views which are submitted with the records of these examinations.

5. The sub-committee formed to consider the future organization of the Medical Store Department visited the Government Medical Store Depôts at Lahore, Calcutta, Madras and Bombay. The main committee visited the depôts at the three last-named places, and examined the Medical Storekeepers on the spot.

6. We have carefully considered the views of the non-official Indian members of the Imperial Legislative Council, as expressed in the debate of the 8th March, 1918. We invited the mover of the resolution on that occasion to favour us with any further expression of his views. He informs us that they remain unchanged.

7. Whenever asked if statements or evidence were to be treated as confidential, we have always replied that the decision of that question rested with the Government of India, but that, so far as we were concerned, the report and its appendices would be confidential.

8. We submit separate volumes containing the evidence recorded and the more important papers which have been placed before us.

9. We have to express our great obligation to all who have assisted us, to the witnesses, to the Governments of the various provinces, and to the Heads of Departments at Delhi.

10. We have framed a scheme for a unified medical service; but, as we have stated in the report, we fully realise that this scheme cannot be carried out unless it commends itself to the War Office. We trust that it will be acceptable, as it is, in our opinion, the only scheme of a unified service which is practicable; and if a unified service be not introduced, many present difficulties will continue. We should state that it was impossible to separate our work into two parts, and to submit two reports as was contemplated by the orders of the Government of India. The formulation of our scheme demanded as careful an examination of details as we could accomplish within the time, and has occupied us continuously up to the very day of submitting this report.

11. We endeavoured to estimate the financial effects of our proposals, but found time and data alike insufficient for the purpose. Moreover, we understand from paragraph 3 (iv) of the Secretary of State's despatch of the 11th October, 1918, to the Government of India, that what is required of us is to produce a scheme the details of which can be worked out in England.

12. In conclusion we wish to bring to your favourable notice the valuable and untiring labours of our Secretary, Major A. A. McNeight, I.M.S., to whom we are greatly indebted.

I have the honour to be,

SIR,

Your most obedient servant,

H. V. LOVETT,

*President, Medical Services Committee.*

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# REPORT.

## CHAPTER I.

### INTRODUCTORY.

1. WE have been directed to examine and report on the question of the re-organization of the medical services in India, both civil and military. We are to do this from the standpoint that it is desirable that there should be, if possible, a unified medical service for India. We are first to formulate a general scheme for the future re-organization of the medical services. We are then to examine the position, under our scheme, of military and civil assistant and sub-assistant surgeons, and of provincial subordinate medical services, as well as the future organization of the medical stores department. In dealing with these points we were invited to form sub-committees, co-opting, if necessary, other officers to serve thereon, and further co-opting one Indian officer of the Indian Medical Service and one Indian private practitioner.

Purpose of appointment of this Committee.

2. The medical services in India are, first, the Royal Army Medical Corps, which is headed and directed by majors-general and colonels of the Army Medical Service, and, secondly, the Indian Medical Service. The Royal Army Medical Corps is exclusively military and solely concerned with the care of British troops. It forms part of a powerful and highly efficient corps which is entrusted with the medical and sanitary care of the British Army in all parts of the world. Its strength in India is determined by the War Office, which nominates the officers detailed for duty in this country. The normal tour of service in India for a Royal Army Medical Corps officer is five years; but this period may be extended to seven years. The sanctioned establishment of Royal Army Medical Corps officers in India is 320. Of these, 15 hold staff appointments and the rest perform executive duties. The arrangement provides 4 Royal Army Medical Corps officers per mille of a pre-war garrison of 75,000 British troops. This strength includes a leave reserve and allows for casualties, but it does not provide any war reserve whatever in this country. A short history of the Royal Army Medical Corps is given in our annexure I.

Medical services in India—the Royal Army Medical Corps.

3. The Indian Medical Service is primarily military,\* but its considerable war reserve has hitherto been employed on civil duties. Four hundred and twenty-two civil medical appointments may be held by Indian Medical Service officers, but of these 133 are not absorbed by the ordinary war reserve, and some may be held by medical men who do not belong to the Indian Medical Service.

The Indian Medical Service.

The civil duties performed by Indian Medical service officers have been described in paragraph 3 of annexure XII of the report of the Public Services Commission (page 246) in the following terms:—

- “(i) attendance on the police and on all Government servants entitled to free medical attendance;
- “(ii) the administration and inspection of all Government hospitals and dispensaries;
- “(iii) the charge of the headquarters hospital of each district and the performance there of the more important surgical operations;
- “(iv) the medico-legal work connected with the administration of justice;
- “(v) the examination of recruits for the army, police and State employment generally; and
- “(vi) the issue of health certificates to all Government servants.”

\* “The question whether the Medical Service is primarily military or civil is one which has repeatedly been brought forward during the century and a half of its existence. On two occasions in the eighteenth century, in 1766 and again in 1796, it was divided into two separate services, military and civil. On both occasions separation was found impracticable and the two services were speedily again united. With these two exceptions, the question has always been decided in one way, and has been finally so settled. This decision is, that officers of the Indian Medical Service are all primarily military officers, that those in civil employ are only temporarily lent for civil duty, in which they form a reserve for the army, and that they are all liable to recall to military duty at any time.” Crawford, *History of the Indian Medical Service*, vol. I, page 249.

The Commission go on to state that there are also other duties of a quasi-medical character, particularly in connection with jails and the public health, which, as a matter of economy and convenience, are entrusted to medical officers in addition to their public duties. To perform all these duties a regular service of officers is maintained in each province. At the head of these organizations is the surgeon-general in Madras, Bombay, and Bengal, and the inspector-general of civil hospitals in other provinces. Below them, at the headquarters of each civil district, is a medical officer, known in Madras as the District Medical and Sanitary Officer, and in other provinces as the Civil Surgeon. The civil surgeon has under his orders a provincially recruited staff of assistant and sub-assistant surgeons.

The Commissioners say, and say truly, that, "in the present conditions of India, if there were no State service there would be large tracts of country which would be left without any regular provision of medical relief. We are also convinced that State control is necessary in order to secure the continued and extended diffusion in India of western medical knowledge." These remarks this Committee entirely endorses for reasons which we shall state further on. The Indian Medical Service has not only performed its military functions, administered jails, asylums, and dispensaries, and initiated measures relating to sanitation and public health—it has conducted the medical education of the country. That education is, as we shall show later, in a decidedly incomplete state.

All officers of the Indian Medical Service at first serve with troops. After two years' service they may apply for civil employment in particular provinces, but of late transfers have not generally taken place until after the completion of 6 or 8 years' service. Before the war about 62 per cent. of Indian Medical Service officers were ordinarily in civil employment, and each of these could be reverted to military duty at his own request. The total strength of the service at the same period averaged from 750 to 775, including leave reserves. In March, 1914, the number of officers on military duty was 265, of whom 19 were employed in staff and administrative appointments. The remaining 246 were employed on executive duties in connection with Indian troops and followers, giving a ratio of 1.28 per mille. The total strength of Indian Medical Service officers in civil employment at the beginning of August, 1914, was approximately 470. Of these 331, distributed among 7 calls, were looked upon as available for military duty in the event of general mobilization. In fact, about 350 officers were reverted from civil to military duty before the end of the war. Even these, however, did not suffice for military needs, and it was found necessary to utilize the services of private practitioners and civil assistant surgeons. At present the Indian Medical Service includes about 800 Indian temporary officers.

Military  
subordination  
of both services  
to the Director,  
Medical Services  
in India.

4. Both the Royal Army Medical Corps in India and the Indian Medical Service are, so far as military work is concerned, under the Director, Medical Services in India. He is a staff officer of the Commander-in-Chief and is charged with the distribution of the entire medical forces at the disposal of His Excellency. He is not, however, responsible for the recruitment, promotion or retirement of officers of either service, except, to the extent stated below, for the promotion of Indian Medical Service officers. These responsibilities pertain, in the case of the Royal Army Medical Corps, to the Director-General, Army Medical Service, at the War Office, and in the case of officers of the Indian Medical Service to the Director-General of that service, who is ordinarily a member of the Imperial Legislative Council, and works with the Government of India in regard to civil matters through the Home Department. In promoting his officers he has to obtain the concurrence of His Excellency the Commander-in-Chief, whose adviser in such matters is the Director, Medical Services. The latter has hitherto been an officer of the Army Medical Service and, although the appointment may be held by an Indian Medical Service officer, it has in fact never been so held, except for short periods in an officiating vacancy.

The fact that the Director-General, Indian Medical Service, cannot promote even officers in civil employment without obtaining the concurrence

of the highest military authorities is explained by the circumstances that, at any time such officers may be needed for active service with troops, and that, even in peace time, some are reverted to military duty after years of civil employment and given military administrative appointments after short periods of preliminary training.

5. It follows then that, although an officer of the Indian Medical Service has often been for years together in civil employment, he has in fact always been largely subordinate to a military chief and has been liable to recall to military duty. An officer of the Royal Army Medical Corps, on the other hand, has served always in India as a military officer pure and simple. In peace time the Indian Medical Service officer has had more varied chances and more opportunity of adding to his income by private practice. But in time of war, and especially during the past four and a half years, Indian Medical Service officers who have served for years in civil employ have been at some disadvantage in comparison with officers of a purely military medical service. It is not unnatural that a measure of friction has resulted. This friction existed before the war; but in endeavouring to frame some plan for removing it, we have found ourselves confronted by larger issues; and, in order that these may be thoroughly grasped and that the ground may be cleared for the consideration of constructive proposals, we will endeavour to trace briefly the history of our subject for the past thirty years.

Comparative advantages of the two services.

6. After receipt of the report of the Indian Army Commission of 1879 the Surgeon-General, Her Majesty's Forces in India, and the Surgeon-General with the Government of India (who then corresponded to the present Director, Medical Services in India, and Director-General, Indian Medical Service) were directed to draw up a scheme for the unification of the Army Medical Department and the Indian Medical Service into a single service under the Government of India. They fulfilled their mission and submitted proposals, which were not, however, approved by the War Office. That authority propounded an alternative scheme recommending that the whole charge of the army in India, British and Indian, should be handed over to the Army Medical Department, and that in future the Indian Medical Service should confine its energies to civil work. This scheme was promptly rejected by the Government of India, and nothing was done.

History of the Royal Army Medical Corps in India and of the Indian Medical Service from the year 1879. The proposals of that year.

7. In the year 1897, the Army Medical Department, which had become the Army Medical Staff, was unpopular and unable to attract sufficient recruits. The Indian Medical Service however was, and had been for years, in a highly flourishing condition. The Secretary of State for War (Lord Lansdowne) addressed the Secretary of State for India to the following effect: "The time has come to consider whether this difficulty cannot be successfully overcome by the severance of that portion of the Army Medical Staff which is necessarily and permanently required for Indian Service, from that which is sufficient for the Imperial Service at home and in the Colonies, and by a corresponding increase of the Indian Medical Service."

The proposals of 1897-1902.

Discussion took place, and eventually in 1901 the Secretary of State for India addressed the Government of India proposing:—

- (a) that the establishment of officers of the Army Medical Staff, which had become the Royal Army Medical Corps, serving in India should be increased by 40; and,
- (b) that the rates of pay of officers below the rank of major while serving in India should be increased so as to bear to the proposed British rates the same ratio that then existed between the British and Indian scales.

To this the Government of India replied on the 13th of February, 1902.

They pointed out that the existing strength of Royal Army Medical Corps officers in India (322) was sufficient for peace requirements. The proposed addition must therefore be regarded as an addition to the war reserve. It was unnecessary for India to maintain a larger reserve of Royal Army Medical Corps officers for war; whatever additional number of officers might be necessary for war should belong to the Indian Medical Service, which could employ its officers usefully in either war or peace service in this country. An

available surplus in the Royal Army Medical Corps could not be utilised on peace service, and could not be employed to relieve a strain on the Indian Medical Service.

The Government considered that the existing system of maintaining the two services side by side promoted friction. They considered the arrangement an anachronism, only justifiable in the days when the army of the East India Company was entirely separate from that of the Crown. The real desideratum was a single medical service for the whole army in India—British and Indian. To obtain this, either the military side of the Indian Medical Service must be divorced from the civil side and united to the Royal Army Medical Corps, which would then supply medical officers for the whole army in India; or charge of British troops in India must be taken away from the Royal Army Medical Corps, and all the medical work, whether military or civil, must be undertaken by the Indian Medical Service.

The first alternative Lord Curzon's Government rejected on the following grounds:—

- (a) separation of the military from the civil side of the Indian Medical Service would result in the deterioration of both;
- (b) the war reserve, then economically provided by the liability of recall to military service of medical officers in civil employ, would disappear;
- (c) it was impossible for the Royal Army Medical Corps to take over charge of the Indian Army, as that service was unpopular and could hardly be kept at its then existing strength.

The second alternative Lord Curzon's Government advocated. They put forward the following arguments:—

- (a) it would not, in their opinion, be injurious to the officers of the Royal Army Medical Corps to close to them the field of Indian service;
- (b) the exclusion of the Royal Army Medical Corps from India would not tend to any narrowing of the professional attainments of officers of the Indian Medical Service. (No difficulty was then found in maintaining the high standard of qualifications possessed by officers entering that service);
- (c) they thought that a reduction in the proportion of civil appointments to the total strength of the Indian Medical Service would not seriously impair the attractions of that service;
- (d) only nine Indians had received commissions in the Indian Medical Service during the preceding two years, and it was therefore obvious that it would be easy to arrange that this small proportion should always be employed with Indian troops, or in the civil department, so as to keep a legitimate career open to the best Indian talent;
- (e) efficiency would be promoted; friction would disappear; power would be economized; the machine would work more smoothly; the Director-General, Indian Medical Service, would administer the whole service.

It was proposed to call for volunteers from the Royal Army Medical Corps for permanent service, and (among senior officers) for temporary service, in India.

The Government of India submitted a detailed scheme in accordance with their proposals, but the Commander-in-Chief, while signing the despatch, added a note which entirely dissented from its main proposition. He was strongly against the abolition of the Royal Army Medical Corps, so far as India was concerned. He also considered that "it would be most unwise to divorce the civil from the military side of the Indian Medical Service." He gave clear and substantial reasons for his views.

The proposals of the Government of India for a unified medical service were not accepted by the Secretary of State.

8. The years 1903-8 were marked by a very rapid development of educated Indian ambitions, and the then Secretary of State, Lord Morley, consulted the Government of India on the possibility of fostering the growth of an inde-

pendent medical profession in India by transferring to independent practitioners some of the posts then held by officers of the Indian Medical Service. The Government of India replied that, as about one-third of the Indian Medical Service officers in civil employ did not form part of the real war reserve, there would be no military objection to the transfer to independent practitioners of the civil appointments held by them. They stated, however, that any transfer of this kind should be gradual, tentative, and mainly from the bottom; that it should be made only as really qualified candidates became available; that nothing should be done to lower the efficiency of the medical schools and their hospitals; that a sufficient number of civil appointments should be reserved in order to provide for the economical employment of the war reserve of the Indian Medical Service, and that, in determining what these appointments should be, the necessity of maintaining the attractiveness of the Indian Medical Service should be borne in mind. Lord Morley agreed and asked to be informed of the measures which the Government of India would suggest in order to carry out their proposals. At the same time he ruled that no further increase of the Indian Medical Service could be allowed, and that efforts must be made to reduce its strength by gradually and increasingly recruiting in India independent medical practitioners. The Government of India then consulted local Governments, and replied to the Secretary of State that, in their original despatch, they had "gravely underestimated objections," on other than military grounds, to the contemplated transfer of appointments. They were now of opinion that the mere transfer of a certain number of Government appointments from the Indian Medical Service to private practitioners would not materially encourage the growth of an independent medical profession; that most of the civil appointments then held by the Indian Medical Service could not suitably be given to men not in regular Government service, with whom private practice would naturally be the first consideration; that the retention of a considerable number of superior civil medical appointments for the Indian Medical Service was essential, not only in the interests of administrative efficiency, but also for the purpose of making the service itself attractive to able medical men. It was important to do nothing which would lower the attractiveness of the Indian Medical Service; and, even though there might be no objection, from the military point of view, to the transfer to independent practitioners of the civil appointments held by one-third of the Indian Medical Service officers in civil employ, it was obvious that the subtraction of these appointments would greatly impair the advantages of the service.

The Secretary of State (Lord Crewe) accepted these views. He, also, was of opinion that the question of the steps to be taken to promote the growth of the unofficial medical profession in India must be treated as distinct from that of limiting or reducing the civil cadre of the Indian Medical Service. He considered that the criterion to be adopted was that the Indian Medical Service should be restricted to the military needs of the country, both from the point of view of economy and from that of the desirability of increasing as far as possible the number of important posts held by Indians. He subsequently asked for some form of statement showing approximately the manner in which military requirements were estimated from time to time, in order to facilitate a closer scrutiny of any proposed additions to the civil cadre of the Indian Medical Service. In reply, the Government of India wrote on the 5th March, 1914: "The civil side of the Indian Medical Service is the medical war reserve of the army in India, and in the event of the mobilization of the field army on a large scale our deficiency in medical officers (Royal Army Medical Corps and Indian Medical Service) would be in round numbers 360, of which the shortage in the Indian Medical Service would be about 150, while in addition there would be a deficiency in military assistant surgeons of 246. We feel no doubt that Your Lordship will be convinced by the figures referred to that the civil side of the Indian Medical Service can be largely increased without exceeding potential military requirements." This correspondence was edited and published in 1914.

9. In 1911, the question was further considered in the Army Department of the Government of India. The number of Indians entering the Indian Discussion of  
1911:

Sir Pardey  
Lukis's note.

Medical Service was materially increasing. Again it was proposed to make the Indian Medical Service a purely civil service and to organize the Royal Army Medical Corps in such a manner as to enable it to fulfil all military requirements. Indians would enter the former but not the latter. A full and interesting note was recorded by Sir Pardey Lukis, then Director-General, Indian Medical Service. He objected that the scheme would abolish the Indian Medical Service war reserve. There was already a complete mobilization scheme, and the civil authorities were bound to supply 326 officers, distributed over six calls. In fact, complete mobilization of the Indian Army would require a total number of 652 executive Indian Medical Service officers. Sir Pardey Lukis supported this statement by figures. He pointed out that 234 Indian Medical Service officers were in military employ. This figure included officers on furlough; the number who would be medically unfit might be computed at 5 per cent, or 12 in all; 326 officers might be surrendered from civil employ, making a total of 548 officers available for 652 appointments. In no way could this reserve be replaced either from England or from the independent medical profession in India. The introduction of the 5 years' curriculum had materially decreased the number of medical students in England, and the employment of civilian practitioners in war had been by no means an unqualified success. The independent medical profession in India was chiefly represented by 201 European and Eurasian, as well as 49 Indian practitioners with British qualifications. The majority of these were under contract with private firms and companies. The best men among ordinary Indian practitioners were enjoying lucrative practices among their fellow-countrymen. The army could not afford to lose the services of "well-trained and highly qualified civil surgeons, all of whom possess four to seven years' previous military experience; who have an intimate knowledge of the country, and who have had unrivalled opportunities of acquiring skill as operating surgeons, and as administrators of large hospitals."

Sir Pardey Lukis went on to show the large percentage of higher qualifications among Indian Medical Service officers, especially in the matter of surgery. He proved that the standard was still being maintained, and that the death rate among Indian troops had within the past 30 years fallen from 39.22 to 5.62, while that among British troops had only fallen from 24.85 to 6.25. He emphasized the valuable services rendered by Indian Medical Service officers in civil employ in connection with the training of the assistant surgeons and sub-assistant surgeons who constitute an important part of the personnel of British and Indian military hospitals and, when drafted to civil employ, go to swell the numbers of the war reserve. He referred to the work done by Indian Medical Service officers in imparting post-graduate instruction to officers of both services. He asserted that if, as a military medical machine, the Indian Medical Service fell short of the standard attained by the Royal Army Medical Corps, this deficiency was due to the maintenance in the Indian army of the obsolete regimental as opposed to the station hospital system.\* The latter should be introduced and specialists should be grouped at brigade and divisional head-quarters, as was done in the case of the Royal Army Medical Corps.

Sir Pardey pointed out, however, that the medical schools in England were beginning not to send their best men into the Indian Medical Service as the future of that service was considered uncertain. Indian candidates were thus entering in greater number, but, if the Government of India would definitely proclaim that they contemplated no further radical change in the constitution of the Indian Medical Service, equilibrium would be re-established.

He considered that the grievances of Indian Medical Service officers in military employ were remediable and that to convert the Indian Medical Service into a civil service would mean worse men and higher salaries. "With all the glamour of military rank and titles taken away, is it conceivable that good men will come to India to struggle for a pittance with the ever increasing

\*See "Note on the Introduction of the Station Hospital System for Indian Troops" (Annexure II).



“tide of Indians, except on the condition that they receive far higher pay than they do at present?”

Sir Pardey Lukis's note resulted in the dropping of the question. It was intended that a station hospital system for Indian troops should be inaugurated, but this intention was not carried out till quite recently. It was believed in some influential quarters that the maintenance of the regimental doctor was better adapted to the needs and administration of the Indian Army.

10. With effect, however, from the time when Lord Morley's proposals and views regarding the future of the Indian Medical Service became known, uncertainty as to its prospects began to affect competition for entrance in England. Indian candidates too increased, and Indian private practitioners, who had been for some years growing in numbers and improving in quality, greatly extended their practice among their fellow-countrymen. Private fees and practice had already been by regulations restricted for Indian Medical Service officers, and dwindled rapidly before this extra competition and rising Indian nationalism. Salaries, however, remained absolutely stationary. The service speedily declined in popularity, and in September, 1913, the Secretary of State for India invited the assistance of the British Medical Association in order to ascertain the causes of discontent. After careful inquiry, the Association drew up a memorandum which was placed by the Secretary of State before the Indian Public Services Commission which sat in London in July, 1914. The chief points dealt with in the memorandum were: (1) the inadequate scale of remuneration; (2) the difficulties in obtaining ordinary and study leave; (3) the constant irritating and damaging interference with private practice; and (4) the unsatisfactory position of the director-general and surgeons-general in relation to the Government of India and local Governments. Evidence on these matters was given by Colonel Elliott, on behalf of the Association, before the Public Services Commission. The Commission supplemented this evidence by the testimony of a number of witnesses examined in India.

Declining popularity of the Indian Medical Service.

11. Their report was completed on the 14th of August, 1915, but was, on account of the war, not published until January, 1917. Their field of inquiry was limited to civil services, imperial and provincial. It related to “the method of recruitment and the systems of training and probation; the conditions of service, salary, leave and pensions”; and last but not least “such limitations as still exist in the employment of non-Europeans and the working of the existing system of the division of services into imperial and provincial.” In dealing with medical services they included in their inquiry all those appointments which, though not necessarily medical in character, were then filled by officers possessing medical qualifications, *e.g.*, the professorships, chemical examinerships and their connected posts, and the posts in the alienist, bacteriological, sanitary, and jail departments. The more important of these were then filled by officers forming the war reserves either of the Indian Medical Service or of the Indian Subordinate Medical Department. The Commission dealt with pre-war conditions. They found that there were 772 Indian Medical Service officers in all, of whom 475, or 62 per cent., were engaged on civil duties. In the assistant surgeon branch of the Indian Subordinate Medical Department there were 713 officers, of whom 41 per cent. were in civil employment. Only a few of them held superior appointments. Altogether, out of a total of 566 officers in superior civil medical employment within the sphere of the Commission's investigations, 493, or 87 per cent., were military and 73, or 13 per cent., were civil officers.

The recommendations of the Public Services Commission.

The Commission observed that the dependence of the civil medical administration on the military was a subject of complaint on the part of most non-official witnesses. It was, however, obvious that under the existing arrangements the civil medical work of the country had hitherto been performed satisfactorily and economically, and that no case had been made out, either on the ground of expense or of efficiency, for ceasing to employ the medical war reserve of the army in India on civil duty. As regards the needs of the civil population, Government must obtain such additional assistance as might

be necessary by some form of civil recruitment. The machinery of the present system had stood the test of previous wars, but must be re-examined in the light of experience gained in the present great war.

The Commission laid stress on *the necessity for calculating separately on their merits the needs of the army and of the civil administration, and for abandoning the idea that the civil medical administration should be dependent on the requirements of a military reserve.* "At the conclusion of the war," they wrote, "it should be possible to estimate more closely than has hitherto been the case what are the military requirements, and to what extent these can be met by private practitioners in England or in India. Calculations should also be made, and reviewed from time to time, of the civil needs of the country, and a purely civil machinery should be created to meet all civil requirements. The officers forming the medical reserve of the army should be admitted to the civil cadres so formed. But if, after an estimate has been made of the military requirements in time of war, it is found that the number of Indian Medical Service officers available for civil employment, as determined solely by military requirements, is insufficient for the needs of the civil administration, then every civil medical post for which no war reserve officer is available should be filled by civil recruitment, the method of which we shall proceed to indicate."

They recommended imperial and provincial civil medical services. The provincial medical services would, in each province, carry out duties of minor importance, and would be called after the name of their province, Madras (Bombay, or Punjab) Civil Medical Service. The Commission wrote as follows: "Officers of the Indian Medical Service, who have been admitted permanently to the Indian Civil Medical Service, should be at the disposal of the military authorities only if they are not of administrative rank, and only in the event of war. The present practice by which senior officers on the civil side are promoted to hold medical commands on the military side towards the end of their careers produces an unnecessary disturbance, and should be discontinued in the case of all future entrants. Officers already in the service should maintain their existing privileges."

They further recommended that, if the military reserve were increased so largely as to endanger seriously the maintenance of a civil element in the civil medical administration, it should be considered whether a minimum number of civil officers in the civil medical service should not be fixed. They thought it important that the military officers admitted to civil cadres should take their place with civilian officers in the manner in which officers of the army hold Indian Civil Service posts in the regulation provinces, or are employed in the Public Works and Railway Departments. Steps should also be taken to secure that, even under the gravest war conditions, the civil cadres should not be unduly depleted, and in particular that no dislocation of the educational and scientific work of the country should take place. They would entrust the imperial Indian civil medical service mainly with the work of supervision. It would include all the civil surgeoncies and posts of similar or superior position; and all the officers holding them should be on one list with seniority as amongst themselves, counting from the day of their entry on the list. All would be equally eligible for appointments of a purely civil character.

As regards appointments in the civil medical service not reserved for the war reserve of the Indian Medical Service or for officers of that service, they would fill these by the promotion of assistant surgeons and otherwise by direct civil recruitment, regard being had to the special needs of European officers entitled to free medical attendance and of their families.

The Commission recommended increases of salaries for higher administrative officers, and a temporary increase of 12½ per cent. in the salaries of all other officers of the Indian Medical Service.

12. These were the main proposals of the Public Services Commission.

Two Indian members, Sir Mahadeo Chaulbal and Mr. Justice Abdur Rahim, submitted separate notes. The former recommended that only a fixed

proportion of the war reserve should be employed in the civil medical administration. Mr. Rahim recommended that military officers should be admitted only to a limited proportion, about one-third, of the superior appointments in the civil medical service. The proposals of both these gentlemen were dictated by the desire that civil should not be subordinated to military requirements. This, in a minor degree, was the view of the Commission.

At the time of the Commission's inquiries, out of 772 officers in the Indian Medical Service, 54, or 7 per cent. were Indians; but the number of Indians competing in the entrance examinations in London had risen from 5 in 1910 and 3 in 1911, to 8 in 1913 and 14 in 1914.

It must be noted that the Commission considered one side only of the problem before us, and also that they wrote before the scheme of provincial decentralization proposed by the Montagu-Chelmsford report had come into outline, and before the present great shrinkage of medical students and medical men in England had occurred. It does not appear that anything of this kind entered into their calculations. Thus they did not take into account various factors which have perplexed us.

As we have already shown, their report was pigeon-holed from August, 1915, to January, 1917. Nothing whatever was done to alleviate the discontent of the Indian Medical Service, and in the meantime events moved fast. The great war had begun before the report of the Public Services Commission was completed and, as it proceeded, gradually searched out weak spots and defects in military preparations and organization.

13. Twelve officers (5 lieutenant-colonels, 5 majors and 2 captains) on the Indian strength of the Royal Army Medical Corps were on leave or sick leave in England on the 4th August, 1914. These were all transferred to the home establishment. Between the beginning of the war and the 31st December, 1915, 38 more officers of the Army Medical Service and Royal Army Medical Corps (12 colonels, 11 lieutenant-colonels, 9 majors and 6 captains) were transferred from India to England. Other regular officers of the British medical services left India for service with the Indian Expeditionary Forces in addition to those who had actually accompanied them on mobilization. In place of these officers whom she gave up, India received 82 Royal Army Medical Corps officers (1 lieutenant-colonel, 3 majors, 30 captains and 48 lieutenants). Only 3 of these were regular officers; the remainder belonged to the Territorial Force, or Special Reserve, or held temporary commissions. It is therefore, obvious that the War Office used the Army Medical Service and Royal Army Medical Corps contingent in India as a valuable trained reserve, for spheres of war outside India.

The civil side of the Indian Medical Service was considerably depleted by the war. On the 8th of April, 1915, the Director-General, Indian Medical Service, prepared a memorandum showing that, whereas under existing arrangements the civil administrations were bound to surrender 337 officers on mobilization, they had in fact already surrendered 286 officers, and had warned 15 more to be in readiness to proceed on active service without delay, should their services be required.

The following officers had been surrendered: 188 civil surgeons, 15 officers on plague duty, 17 superintendents of central jails, 8 professors, and 13 officers employed on bacteriological work. Minor details are needless.

The vacancies so caused had been filled by various expedients, principally by recalling all officers from leave and by promoting civil assistant surgeons of the provincial services. Only 15 had been filled by the employment of private medical practitioners, or uncovenanted medical officers; 31 had been filled by appointing civil surgeons to be in visiting charge of neighbouring districts; while 11 had been filled by placing civil surgeoncies in collateral charge of officers in military employ. The administrative charge of central jails had been made over either to members of the Indian Civil Service or to police officers, or to retired military assistant surgeons and uncovenanted officers who, whilst on the active list, had been in charge of district jails. Whenever a non-medical officer was placed in administrative charge of a

central jail, the civil surgeon took over the medical duties connected with the jail, as a collateral charge. Great care had been taken to prevent any interference with teaching in the various medical colleges. Only 8 officers holding professorial appointments had been surrendered. One hundred and thirteen military assistant surgeons had been reverted to military duty.\*

The total number of Indian Medical Service officers in civil employment who were surrendered for military duty between the 4th August, 1914, and the 31st December, 1918, was 393. During the same period 71 officers were returned to civil employment. The 393 officers surrendered included 197 civil surgeons, 15 officers on plague duty, 36 superintendents of central jails, 6 superintendents of lunatic asylums, 24 professors, 24 officers of the bacteriological department, and 28 of the sanitary department.

**The Indian  
Medical Service  
and the War.**

14. The war thus meant dislocation in the domestic and financial arrangements of many Indian Medical Service officers. Some, too, on returning to military duty of a peculiarly exacting kind, after years of civil employment, found themselves at a disadvantage when serving alongside officers of the Royal Army Medical Corps who had devoted the whole of their active careers to the army. It is clear, moreover, from the reports of the Mesopotamia and Vincent-Bingley Commissions, that many Indian Medical Service officers must, for the first two years or so, have suffered severely in the field for the manner in which military medical expenditure in India had been starved in the past, for the long continued omission to introduce the station hospital system, and for the lack of sufficient medical personnel and equipment. The deficiency in assistant surgeons and sub-assistant surgeons was severely felt in Mesopotamia, and other medical establishments were quite inadequate. The supply of stores also was unsatisfactory. The reports referred to above, while strongly emphasizing the evils of parsimony in medical administration, suggest the conclusion that, as the medical organization of an army is an integral part of its military organization, its administration will be best conducted by officers whose training has been almost exclusively military. The reports advised the immediate institution of the station hospital system in the Indian Army and their advice has since been followed. Their publication exercised a further depressing influence on a service already depressed.

It is clear from various evidence that cases of friction between officers of the two medical services occurred during the war. It is probable that these largely resulted from their some times widely different antecedents, and from the fact that, while the one service had been exclusively military, the other had not. It is certain that many officers of the Indian Medical Service expressed their grievances to the British Medical Association in strong terms. "We have received," said Colonel Elliot to the Secretary of State last June, "a large number of letters containing cold details of the financial position of the writers, shewing that they have been living on their savings or on their other sources of private income for the past three-and-a-half years, and are now heavily in debt. They complain that their services have not been used to the best advantage, and that they have been constantly superseded by officers junior to them in other branches of the medical organization, and that they are not being paid a living wage."

The Government of India and the Secretary of State addressed themselves to remedy some of these grievances. They improved the rates of staff pay in the field; they developed a system of accelerated and acting promotion to prevent supersession of Indian Medical Service officers by officers of the Royal Army Medical Corps, and they took other steps. But in the meantime the report of the Public Services Commission had been published; political ambitions were speaking loudly in India, and the interests of the Indian Medical Service were assailed from a political quarter.

**Indian political  
views regarding  
the future  
of the medical  
services in India.**

15. On the 8th of March, 1918, the Hon'ble Mr. Sastri, a prominent politician, moved a resolution in the Imperial Legislative Council recommending the constitution of a civil medical service which should be wholly independent of the medical organization of the Indian Army; that the higher

\*See page 20 of the Report of the Public Services Commission.

medical posts, at present filled by officers of the Indian Medical Service, should be transferred to the civil medical service; and that the civil medical service should be recruited from the civil medical officers and the independent medical profession.

He also proposed that the salaries of Indian Medical Service officers employed on civil duty should not be enhanced as recommended by the Public Services Commission; and that military assistant surgeons should not be given preference over civil assistant surgeons, and should not receive more than one-sixth of the higher posts reserved for subordinate medical officers.

Mr. Sastri's first argument was that the civil medical service of the country should not be kept in subordination to the military, so that, when trouble came, there were "absolute dislocation and paralysis of civil work throughout the country. The interests of the civil medical service are paramount in themselves." He next argued that the "coming in of the Indian Medical Service into civil employ shuts out Indian talent, hinders the progress of the independent medical profession, and makes the civil population, for their ordinary medical needs, depend upon a service, which is called upon to serve in the military both at the beginning and at the end of their careers, and in war time would not be available at all." "When therefore," he said, "we are asking that a complete separation should be made, it is impossible for us to countenance the suggestion that, in order to render civil employment attractive to officers, their salaries should be raised and a further drain imposed on the resources of the country." He urged that professorial chairs, upon the successful occupation of which depends the welfare of millions, should not be treated as the private property of any service constituted primarily for war needs. He finished with the following words: "I do not deny that the Indian Medical Service has done wonders for India in the past. It has produced many eminent doctors. It has contributed much to the sum of medical knowledge. But when all this is said—and I say it with all my heart without meaning to take away anything from the credit due to the Indian Medical Service—let me say that it must not be allowed any more to dominate the whole of the civil medical profession, to keep the children of the soil out of what is their rightful place, and generally to check the growth of the independent medical profession and treat all the professorial chairs and the research chairs as their private appanage, thus producing, as I said before, some harm to the progress of the science itself, and at the same time, in many cases, doing no good to the positions themselves."

In reply to Mr. Sastri, the Director-General, Indian Medical Service, Surgeon-General Edwards, pointed out that 34 members of the Indian Medical Service had gained the blue ribbon of the scientific world, the Fellowship of the Royal Society. He laid stress on the research achievements of the service, on the excellence of the medical colleges, and on the small incomes from private practice as compared with medical incomes in England. Indians were being admitted to the service in steadily increasing numbers. He was not in favour of forming a separate Indian civil medical service. Provincial services could do all that could be done by such a service. The war reserve of the Indian Medical Service would be a nucleus for these. The existence of this war reserve was vital. It was the existence of this reserve that enabled the Indian divisions, when they proceeded overseas, to go fully mobilized, at the most critical period of the Empire's history.

"It is obvious," he said, "that in peace time, if military medical officers are to be kept fully employed, less than half their numbers are amply sufficient to carry on routine duties, and the remainder should be employed on civil work. The Hon'ble Member may say, 'If this is so, why is this not done in the Royal Army Medical Corps?' My reply is, that it would undoubtedly be done, were the British army in peace time stationed in England, and were there a civil medical service into which its surplus medical officers could be drafted."

The Resolution was also opposed by Sir William Vincent, Home Member, on the ground that civil efficiency must be combined with and subserve to military preparedness, and that the imposition of obligations for war

service on purely civil medical officers had, so far as experience went (*e.g.*, in the case of civil sub-assistant surgeons), proved a bruised reed. "We have had," he said, "a number of men who have resigned their appointments, or have been dismissed, rather than accept the alternative of going on service. Further, however efficient civil medical officers may be in civil employment, they must be totally inexperienced in military duties and would have to adjust themselves rapidly in war time to an organization with which they would be entirely unfamiliar, their usefulness being proportionately impaired. Finally, I may say that the removal of purely civil officers in war-time from their ordinary employment would cause no greater and no less dislocation than is at present caused by the removal of Indian Medical Service officers." The Home Member also opposed the resolution on the ground that it was premature, as the present was no time for revolutionizing the medical administration. The Government of India had come to no conclusion on the recommendation of the Public Services Commission that the pay of the Indian Medical Service should be raised. He argued that, if the prospect of civil employment were denied to candidates for a military medical service, that service would expect to be paid at a far higher rate than at present.

The resolution was put to the vote and lost. It was supported by all the non-official Indian members of the Council.\*

Sir G. Makins's views.

16. In February, 1918, Sir G. Makins, K.C.M.G., C.B., President of the Royal College of Surgeons of England, after examining much of the work of the Indian Medical Service in peace and in war, recorded an interesting memorandum which appears as annexure III of this report.

The Secretary of State's anxiety for the future of the Indian Medical Service.

17. About the same time the position and prospects of the service were occupying the attention of the Right Hon'ble the Secretary of State, and on returning from India he received an important deputation from the British Medical Association. This deputation expressed extreme disappointment with the recommendations of the Public Services Commission, and emphasized the depressed condition of the Indian Medical Service. In reply, Mr. Montagu stated that the present situation was one which must give rise to the greatest apprehension among those who were responsible for the future of the service, and must reflect a very unsatisfactory state of affairs in the service itself. The question was one of ensuring a supply of good doctors for India. "Just as India," he said, "cannot to-day, or, so far as anybody can see—I was going to say, for ever—do without the services of those who help to govern her, so India cannot command the services of those who help to govern her, unless the Europeans who carry the burden of the Empire in India can be supplied with the best expert medical aid. And therefore, as you, Sir, rightly said, the Indian Medical Service can be regarded as the pivot upon which all other imperial services in India depend. But, over and above that, the Indian Medical Service is a service on which India is mainly dependent for the satisfaction of all its manifold medical and sanitary requirements, and also—and not least—for the education of future generations of medical men in India. I therefore think it is an essential part of our duty to see that the Indian Medical Service should not be allowed to deteriorate, and I can assure you that I am determined to do everything that I can to provide for India a medical service of the highest quality obtainable."

Mr. Montagu mentioned steps which had been taken to alleviate the grievances of Indian Medical Service officers reverted from civil to military duty. He indicated the limitation of professional opportunities which must arise from divorcing the civil from the military side of the service. He stated that he had no objection to according freedom to Indian Medical Service officers to practise privately within "well recognized and quite wide limits." There was no reason why the indigenous medical profession should not grow up in an atmosphere of free competition with highly trained European doctors. He considered that the remuneration offered to the service must be adequate, that the cadre of the service must provide a sufficient leave reserve, and that the service must afford in its organization increased and increasing opportunities for Indians to enter it. Aided schools and colleges

\*The report of the debate is reproduced in volume III of this Report.

in India must be developed. Moreover, the conditions of the service must be as free as possible from irritation, friction or annoyance. Therefore the Indian Medical Service and the Royal Army Medical Corps must be considered together, with a view to promoting harmony and, as far as possible, achieving unification. There must also be a drastic re-organization of the relations of the Indian Medical Service with the Government. Mr. Montagu concluded by dealing with recommendations which the deputation had made regarding education and recruitment.

18. On the 11th of October last the Secretary of State addressed the Government of India, forwarding copies of the above proceedings, and pointing out the principles which he considered essential for observance, if the Indian Medical Service was to be rescued from ruin. He asked that "the whole mechanism by which the medical needs of India (and especially medical education) are to be satisfied in future." should be examined. He pointed out that, if it were decided to amalgamate the Indian Medical Service and Royal Army Medical Corps, the war reserve would be so large as practically to monopolise the civil appointments, and the civil departments would thus become more than ever adjuncts of the military service, a condition of affairs which the Public Services Commission recommended should be abandoned. What was necessary, *at a time when the demand for medical men elsewhere would far exceed the supply*, was to put before the medical profession in England a scheme that would attract to India candidates of the requisite qualifications and in sufficient numbers. Half-measures and provisional schemes were no longer practicable. The details of any scheme proposed by the Government of India must be worked out in England in consultation with the War Office and the medical authorities in England. The views of the Government of India were invited on all these points and on any other measures which seemed likely to improve the position and prospects of the Indian Medical Service.

The despatch of the 11th October, 1918.

19. From the papers which have been shown to us it appears that, after consulting local Governments regarding the proposals of the Public Services Commission to raise the pay of the Indian Medical Service, the Government of India made certain proposals to the Secretary of State in this connection. On the 10th of December last the Secretary of State cabled that an increase of pay of Indian Medical Service officers in military employment equivalent to 33½ per cent. of military grade pay, as it stood before the introduction of the station hospital system for Indian troops, was necessary. Civil pay was also to be increased by 33½ per cent. of the grade pay which the officers would have drawn if in military employment under the regimental system. The increase would be announced before details had been worked out. The revised scale of pay intended to attract European candidates with the highest professional qualifications.

The pay of the Indian Medical Service raised materially.

20. The Government of India in the Army Department appointed this Committee. At our first meeting it was explained to us that, although paragraph 2 of our letter of appointment directed us to discuss the question of the re-organization of the medical services in India from the standpoint that it was desirable that there should be a unified medical service, the Government of India did not intend this to prevent us from submitting different proposals, should we consider that a unified medical service would not provide the best solution of the problem.

Appointment of this Committee.

21. It is plain from this chapter that, although the problem before us is not a new one, its conditions have altered remarkably since the discussions of twenty years ago. The searching experiences of a prolonged and world-wide war against enemies armed with all the resources of modern science have induced a strong military preference for medical services trained mainly or exclusively with troops in peace-time. The Royal Army Medical Corps is now a flourishing service, while the Indian Medical Service has become depressed and has ceased to attract the British competition which it once commanded so easily. Medical students and medical men in the United Kingdom have been greatly reduced in numbers. We do not know how soon this shortage will be remedied. Medical education in England has become more

A brief survey of present circumstances.

expensive, and medical aspirants and their fathers have become poorer. The Government of India will have to face keen competition at a time when in India the political balance has considerably shifted and may shift further. An Indian career occupies a position in popular estimation in England decidedly inferior to the position which it occupied in 1902. But while British competition has so much declined, Indian candidature for all Government services has greatly increased and will go on increasing.

This increase does not mean that the practice of western medicine has made great headway against the indigenous medical systems of India. These systems, the Ayurvedic and Unani, Hindu and Arabic, still appeal to the masses and, in a less degree, to the educated classes. The records of recent debates in the various Legislative Councils on the subject of registration of medical practitioners show this clearly; and it is probable that, when provincial Governments become in some degree dependent on popular votes, they will be frequently urged to spend public money on Ayurvedic and Unani schools and dispensaries. On the other hand, all available funds are badly needed for extending medical relief and sanitary prevention on western lines. This is manifest from the recent speech of the Director-General, Indian Medical Service, in the Imperial Legislative Council, which appears as annexure IV of our report. Major-General Edwards explained in some detail how great is the field for "medical research, preventive medicine, and the education of the people of India in public health measures." We are convinced that, unless vigorously supported and pioneered by thoroughly efficient and energetic Government services, western medicine and methods of sanitation will rather lose than gain ground in this country. However much medical graduates may multiply, they will not spontaneously incline to practice in the villages and smaller towns where no dispensaries have been established by Government or local bodies. Even in the Madras presidency, where English education is comparatively widespread, a recent inquiry showed that in only one of all the towns of 8,000 inhabitants or less was a single registered private practitioner of western medicine to be found working alone in the absence of a dispensary maintained by public funds. We cannot suppose that similar inquiries in other provinces would show any better conditions. An increasing output of medical graduates will multiply aspirants for Government service, and will increase the numbers of independent practitioners in cities and the larger towns, but will not by itself advance western medicine or sanitation in the country at large. It will, however, tend to hasten an already remarkable decline in private practice for officers of the superior Government medical service, and we must take this circumstance into account in considering the prospects of the future.

All these various factors have engaged our attention, but before proceeding to offer constructive proposals, we must give some account of the minor and provincial medical services of the country.

## CHAPTER II.

### PROVINCIAL AND MINOR MEDICAL SERVICES.

#### A.—Military.

22. THE Indian Medical Department, until last year known as the Indian Subordinate Medical Department, consists of two branches:—

- (a) the Military Assistant Surgeon Branch, and
- (b) the Military Sub-Assistant Surgeon Branch.

23. Military assistant surgeons are recruited by competition from among Europeans and Anglo-Indians, between the ages of 16 and 20 years. The examination, which is much the same as that of standard VII, takes place early in February at a large number of centres. It is conducted under the orders of the Director of Public Instruction, Bengal, and the vacancies are filled by the Director-General, Indian Medical Service, from among candi-

The Indian  
Medical  
Department.

Military  
assistant  
surgeons.



dates who have obtained over 40 per cent. The paucity of candidates in recent years has necessitated the lowering of this standard to 30 per cent.

Selected candidates are sent as military pupils to the medical colleges at Calcutta, Bombay, and Madras, to undergo a 'four years' course of professional training at the expense of Government. In the two former places they are accommodated in the hostels provided by Government, in the last-named they make their own arrangements. In each college they are under a superintendent, who is a senior officer of the Indian Medical Department, and are trained in drill, physical exercises, etc., by a British sergeant instructor. On completion of the course, the principals of the colleges report as to the fitness of the students for admission into the Indian Medical Department. Those declared fit are examined by written papers issued by the Director-General, Indian Medical Service, and the total marks obtained determine their position in the general list which is maintained. They are then gazetted as warrant officers, and enter the service as fourth class assistant surgeons.

The shortage of well-educated lads of a suitable class necessitated improvements in pay and prospects. These were introduced in November, 1914. At this time it was determined to change the system of recruitment by competitive examination to one of nomination of selected candidates who had passed a general educational test recognized by the General Medical Council of Great Britain and Ireland entitling them to be registered as medical students. A five years' course was likewise determined on. This would permit of all students obtaining a medical qualification registrable in the United Kingdom. It was intended to enter the students for the membership of the College of Physicians and Surgeons, Bombay, the State Medical Faculty, Bengal, and the corresponding examination in Madras. At the time it was expected that these qualifications would be accepted by the General Medical Council as entitling the holders to registration in the United Kingdom. This anticipation, however, has so far not been fulfilled, and the system of nomination and the extension of the course to five years have been held in abeyance on account of the war.

Owing to the introduction of the Medical Degrees of 1916, it is now necessary that all military assistant surgeons should obtain qualifications registrable in India, and to comply with this act students are now entered for the licentiate examinations of the State Medical Faculty, Bengal, the College of Physicians and Surgeons, Bombay, and the Board of Examiners, Madras. These examinations may be passed after a four years' course. This is a temporary arrangement only, and it is hoped that by the beginning of 1920 it will be possible to introduce admission by nomination with a five years' professional course.

Military assistant surgeons are recruited for service with British troops in India, and are attached for duty to British station hospitals; they do not normally serve with Indian troops or under Indian Medical Service officers. The authorized cadre is 739, of whom 303 are ordinarily in civil employment, forming the war reserve for the army.

24. The duties of military assistant surgeons are varied, but in British station hospitals they include those of a clerk, compounder, ward master, steward, and store-keeper. The assistant surgeons maintain discipline in the hospital and see that the orders in connection with the treatment of patients given by the Royal Army Medical Corps officers under whom they are serving are duly carried out. They have to be on duty at hospital at all times, and to this extent discharge the functions of a resident medical officer. They are frequently employed to proceed in medical charge of patients or British troops moving by rail or road from one station to another, and in such cases take the place of a medical officer. On the whole they have little scope for essentially professional work while on military duty.

25. Military assistant surgeons selected for civil employment, which is greatly prized, remain on probation for the first 5 years, during which time the local Government may move the Government of India to return them to

military duty if they are found unsuitable. If given an independent civil charge, an officer of their class may, during the first 3 years of holding such a charge, be returned to military duty, if for any reason he is found unfit for the post.

Military sub-  
assistant  
surgeons.

26. Military sub-assistant surgeons are recruited for service with Indian troops. They are attached to Indian station hospitals and serve under Indian Medical Service officers. When the regimental system was abrogated on the 1st December, 1918, they ceased to be attached to Indian units.

The total sanctioned strength is 894. Of this number 154, who form the war reserve, may be employed in civil appointments, including miscellaneous military charges and other semi-military posts. These appointments are, as a rule, greatly prized.

Recruitment  
and training.

27. Recruitment is made by selection from among Indian candidates of all classes, between the ages of 16 and 20 years, who offer themselves at the beginning of each session to the principals of the medical schools at Agra, Lahore, Bombay, and Madras.

All candidates for employment as sub-assistant surgeons, both civil and military, are required to pass the university matriculation examination or equivalent test before admission to the medical schools.

Formerly, the pupils were neither enrolled nor subject to military law; but since 1917 they have been enrolled and placed under military law and the principal of the medical school exercises over them the powers of a commanding officer.

Military students are educated at Government expense, are provided with free quarters, and receive a monthly allowance of Rs. 12. They undergo a four years' course of professional training, and are now obliged, with the civil students of their class, to enter for the licentiate examination of the College of Physicians and Surgeons, Bombay, the Board of Examiners, Madras, and the L.M.P., and M.P.L. diplomas of the United Provinces and the Punjab, respectively.

On admission to the Indian Medical Department they are gazetted into the service as third class sub-assistant surgeons and hold the rank of warrant officers, being the only branch of the Indian Army who hold such rank. Those trained at Lahore and Agra are borne on the Bengal list, those at Poona and Ahmedabad on the Bombay list, and those at Madras on the Madras list. On joining the service they sign a declaration that they will serve in the Indian Medical Department for a period of 7 years.

Duties.

28. The duties of a sub-assistant surgeon serving in an Indian station hospital correspond with those of a military assistant surgeon in a British station hospital, and consist mainly in those of a clerk, compounder, and ward-master; he maintains discipline in the hospital and, in the matter of the treatment of patients, carries out the orders of the Indian Medical Service officer under whom he is serving. He likewise attends to the medical wants of the families of the Indian units to which he may be attached, and, under a medical officer, discharges certain sanitary duties in Indian troops' lines. He is frequently sent in medical charge of detachments of Indian troops moving by rail or road, or going into camp for musketry practice, etc.

#### B.—Civil.

Establishment.

29. The medical service of each province and local administration is under the control of an administrative medical officer, and consists, besides himself, of (a) Commissioned officers of the Indian Medical Service, (b) military and civil assistant surgeons, some of whom are employed as civil surgeons in medical charge of districts, and (c) military and civil sub-assistant surgeons.

Position and duties  
of the head of the  
department.

30. The surgeon-general or inspector-general, as the head of the civil medical department of the province, is responsible for the superintendence of all hospitals, dispensaries, lunatic asylums and other similar institutions, as also for the supervision of medical colleges and schools. He has the control of the medical staff and arranges for the recruitment, transfer and promotion

of the purely provincial medical personnel. He is the adviser of his Government upon all matters connected with the medical administration of the province.

31. Each province has on its permanent staff a number of Indian Medical Service officers varying from 11 in Assam to 51 in Bombay and Madras. The creation of each additional appointment in a province involves an increase in the Indian Medical Service cadre, and requires the sanction of the Secretary of State; but once an officer is allotted, unless he belongs to an imperial department or to an appointment requiring the concurrence of the Government of India, such as a professorial appointment, he can be moved within the province at the will of the local Government. The bulk of these officers are employed as civil surgeons in charge of districts. Indian Medical Service officers.

32. The grade of civil assistant surgeon was established in 1847 when Government authorised the formation of a superior grade of Indian practitioners. It is now open to Europeans, Anglo-Indians and Indians. The number employed in the various provinces varies from 49 in Assam to 232 in Madras. Civil assistant surgeons.  
Recruitment and training.

The present day civil assistant surgeon is a passed student of a medical college, and he is either a graduate (M. B.) or a diplomate (L. M. S.) of a university.

Candidates for appointment to the provincial services are selected either according to their position at their final professional examination, or by a separate competitive examination, or by nomination to fill vacancies or fresh appointments on the temporary establishment.

On being appointed permanently to Government service they are required to execute a bond to serve the civil Government for five years, or in default to pay a fine of Rs. 500. There is no liability for military service expressed in the bond.

33. There are a certain number of civil surgeoncies reserved for this class. Members of the service are employed as lecturers in the medical schools, demonstrators and assistant professors in the colleges, as house surgeons and house physicians in the large hospitals, in charge of hospitals at headquarters and the larger rural dispensaries, as assistants to the chemical examiner, in various railway appointments, and as medical inspectors of schools. Duties.

34. So far as we have been able to ascertain the total number of civil sub-assistant surgeons in India is no less than 3,442. In addition, we understand, that a considerable number in excess are entertained in each province on a temporary list. The civil sub-assistant surgeon was formerly known as the civil hospital assistant, and has been for years the backbone of the provincial medical services. He is educated at a provincial medical school, usually distinct from the medical college. A considerable number of the students receives scholarships from the State, or local fund sources, but a proportion pay their own way. Government is not bound to take its own scholars into its service, but naturally prefers to take the best men of their year. As in the case of the assistant surgeons, the sub-assistant surgeons are recruited to fill vacancies or fresh appointments on the temporary establishment. Civil sub-assistant surgeons.  
Recruitment and training.

Local Governments have been empowered to promote sub-assistant surgeons to the rank of civil assistant surgeon, with the pay and privileges of that class, on the condition that the concession is jealously guarded and strictly confined to a few men with not less than 20 years' service, who in the exercise of their profession have shown themselves to be possessed of very exceptional attainments.

On promotion to the permanent list the sub-assistant surgeon signs a bond which binds him to serve the civil Government for five years, but in addition he agrees, in case of necessity, to serve on military duty in India. The penalty is fixed at Rs. 400 in case he commits any breach of duty which has the result of terminating his service, or Rs. 200 for every act of disobedience of the rules and regulations prescribed for his conduct while on military duty.

The question of altering the provisions of the bond so as to include liability for military duty in peace and war, in or out of India, was discussed by the Government of India and referred to local Governments in 1915, owing to the difficulty experienced in obtaining the services of medical practitioners of this class to serve in the field. It was decided that no alteration in the terms of service should be made while the war lasted, but that the whole question of the period of civil and military services to be rendered by sub-assistant surgeons, together with the remuneration and tours of military service to be granted to and imposed on them, should be considered after the war.

Duties.

35. The duties which sub-assistant surgeons may be called upon to perform are varied. They are placed in sub-charge of police, jails, lunatic asylums, and State railway hospitals; they hold independent charge of local fund, canal and itinerating dispensaries; they are employed as travelling medical subordinates on State railways and with survey and forest parties, and have to deal with outbreaks of epidemic disease occurring in the vicinity of their charges. They are employed on all kinds of duties connected with epidemics generally, and more especially in the measures taken to cope with outbreaks at fairs and other large gatherings. They are entrusted with medico-legal work as far as their own immediate charges are concerned, but they are not permitted to undertake post-mortem examinations or to deal with such cases as the police consider should be referred to the civil surgeon.

Compounders.

36. No account of the organization of the provincial medical services would be complete without a reference to the compounders. This class is recruited locally. They must have sufficient education to read and write in the vernacular, and are encouraged to obtain a working knowledge of English. Their duties are to compound medicines prescribed by the medical officer in charge, to do such dressings as are delegated to them, and to assist generally in the care and treatment of both in and out patients.

### CHAPTER III.

#### THE MAIN PROBLEM.

Lessons of the War.

37. THE War has impressed upon the military authorities that the medical requirements of armies are best met by a medical service which is progressively and pre-eminently military. It has impressed upon provincial Governments that no province can well afford long to be denuded of the bulk of its best medical officers, and that care must be taken not to restrict a much needed supply of doctors qualified in western methods by depriving colleges of professors or taking specialists from their particular tasks. As regards, however, this aspect of the past four years, we are not surprised that the greatest of all wars demanded unprecedented sacrifices from the medical as well as from other departments of the civil administration. There can be no doubt that this department suffered considerably, that sanitary efficiency and good surgery declined, and medico-legal work deteriorated, as did also jail discipline and management. All this was to be expected. But, on the whole, we see no reason for dissenting from the considered opinion of one of our most valuable witnesses, Colonel Mac-taggart, Inspector-General of Civil Hospitals in the United Provinces, that one lesson of the war is that "it is possible for local Governments to surrender a large proportion of their medical officers on a military emergency and still manage to maintain for a considerable time fairly efficient medical, sanitary and jail administration, provided that the administrative officers and a proportion of the senior commissioned medical officers are left in civil employ." We would add to this provision another, which is that this residue of officers should belong to a service of substantial merit and high standards of duty. For as their service is, so will they be.

The lessons which this war has taught as to the medical training best adaptable to service in the field have been explained to us by highly competent experts and may be gathered from the pages of official reports. They

cannot be ignored. But in applying them we must consider reasonable possibilities, as well as the claims of medical administration in various provinces which differ considerably from each other in educational development.

38. Before we offer constructive proposals we must, state that every-  
 where we have found the officers of the Indian Medical Service in a state  
 of acute discontent, partly by reason of various grievances mentioned in  
 our first chapter, especially lack of leave and straitened means, and partly  
 because they share in the unusual anxiety with which the future is now  
 regarded by British officers in all the civil services. It may be that this  
 anxiety will lessen later, and will be counter-balanced by a recognition that,  
 if things are difficult in India, they are also difficult and uncertain else-  
 where. We cannot foretell the future; we merely indicate the ways of  
 thinking which now prevail in the Indian Medical Service.

Exceptional  
 circumstances  
 of the present.

At present, too, the composition of all the medical services, imperial and provincial, is abnormal. In both the Royal Army Medical Corps and the Indian Medical Service there are many officers to whom leave has long been overdue. Both are employing large numbers of temporary officers. In the Indian Medical Service there are 354 Indian temporary captains and lieutenants serving overseas, as well as 331 in this country. Return to pre-war conditions has, up to the present, been extremely slow.

So far we have written of India. But in England, too, circumstances are exceptional. There the supply of medical students and medical men is, and will for some time be, limited. The needs of India will have to compete against the needs of the United Kingdom, and possibly those of Egypt, Mesopotamia, East Africa and Palestine. Altogether we are hardly in a position to estimate the exact degree of inducement which medical service in this country should offer, and our calculations are further disturbed by generally abnormal conditions and ignorance of the precise extent of shrinkage in the supply of medical students available in Great Britain. We conjecture, however, that some number will still be attracted by an Indian career, provided that the political prospect clears, that the pecuniary and leave conditions are attractive, and that candidates are not asked to pledge themselves irrevocably for thirty years to a service the conditions of which, they are likely to be told, are obscure.

39. We must add another condition which, we are convinced by the evi-  
 dence before us, is essential, if a good class of British competitors is to be  
 attracted to medical service in this country. The condition is, that such  
 service shall partake of the nature of a mixed career, military, civil, pro-  
 fessorial, sanitary, and research, and that it shall offer the varied opportu-  
 nities which appeal to men of action as well as to men skilled in the different  
 branches of the medical profession. For this reason we are opposed to any  
 attempt to start in London separate competitions for two Indian medical  
 services, a military and a civil; because the former, competing on the one  
 side with the Royal Army Medical Corps and on the other side with an  
 Indian civil medical service, would certainly, for years to come, fail to at-  
 tract sufficient of worthy British candidates. Unless we decide to ignore  
 abundant evidence of unquestionable authority, we must hold that a military  
 career in India, without any of the opportunities which civil employment  
 affords, will appeal to few well educated European medical men, although,  
 on account of the good pay from the point of view of an Indian student,  
 it would attract candidates from this country.

One Indian  
 medical service  
 must serve  
 military and  
 civil needs.

We must mention an alternative solution which we have carefully con-  
 sidered. It was suggested that we might make over the care of the entire  
 army in India to the Royal Army Medical Corps, aided by a supplementary  
 Indian branch, and convert the Indian Medical Service into a purely civil  
 service, the members of which would be liable to periods of military train-  
 ing. We did not accept this suggestion for various reasons, of which the  
 more prominent were: first, that the Royal Army Medical Corps is, by  
 charter, exclusively European, and to relegate Indians to a supplementary,  
 and what would, we think, be considered an inferior branch of this corps  
 would, according to much of the evidence before us and to our own anticipa-

tions, be resented as treatment unworthy of the part which India has played and plays in the defence of the Empire; and, secondly, that we find that the present Indian Medical Service would be generally opposed to such an arrangement. We do not think that an Indian Medical Service which was civil from start to finish, would in any way recover the ground which has been lost. It would produce a type of officer inferior to the type of the past. It is true that such a service was, in a qualified degree, contemplated by the Public Services Commission; but, as has already been pointed out in paragraph 12, we write under largely different conditions.

Thus the only solution of our difficult problem is the creation of one Indian Medical Service which will compete in London for candidates who desire a career of mixed opportunities, military and civil. Such a service will, we believe, give better all-round results than any other.

40. It is clear that the military authorities strongly desire a military medical service organized much on the lines on which the Army Medical Service and Royal Army Medical Corps are organized in England, and emphatically a 'corps.' They would be willing to spare officers of this corps to serve for periods of five years or less in civil employment, but they would not assent to a continuance of the hitherto existing arrangements whereby officers of the Indian Medical Service remain in civil employment for long periods and are recalled to military duty at the close of such periods. They consider that arrangements of this kind produce a medical officer unsuited to army requirements in peace and war.

The Governments of the various provinces, on the other hand, would never assent to an arrangement whereby the officers who form the main strength of provincial medical services were merely lent for short periods. They would, however, we anticipate, be willing to utilize officers so lent, on occasions of epidemics and in a certain fixed number or proportion of appointments. We think they could reasonably be required to do this in the interest of the efficiency of the medical administration of the army which defends the Empire, of which they form part, and that in so doing they would benefit their own medical and sanitary administration. We would give the Indian army a corps with its own leave and study reserves, as well as its ordinary war reserve of officers lent to civil administrations or for service under the Foreign or other Departments of the Government of India for periods not exceeding five years. We would also, as we shall show later, in our paragraphs 47 and 48, give that corps a distinctly civil side.

41. This leads us to consideration of the larger question, whether it will be possible to commit to that corps, which we would call the Indian Medical Corps, the care of all British and Indian troops, and to absorb into it all Army Medical Service and Royal Army Medical Corps officers serving in India. It must be remembered that these officers do not come to this country with their corps, but only as officers of their corps. When they arrive they work in British station hospitals, without the non-commissioned officers and men of their corps, but with inefficient indigenous substitutes. It is therefore *prima facie* desirable to include them in the new Indian Medical Corps, and to provide the combined corps with a unified service of well trained subordinates. If this can be done, all officers of the new corps will have the same training and tradition; all will have their own Director. The amalgamation of British and Indian station hospitals will be facilitated and the friction engendered by the existence of two cadres of medical officers with different rates of pay, rules of leave and pensions, will disappear. There will be many other advantages. Although at the present day it is impossible in peace time to mix up, at once and entirely, British and Indian doctors and to use them indiscriminately for the treatment of British and Indian troops, we believe that if there were a unified service it would be possible to extend gradually the medical treatment of British troops by Indian officers. The British officer and soldier seem to object to treatment by Indian doctors, not because they are Indians, but largely because they believe that Indian doctors have not as yet generally attained to so high a standard of medical and surgical knowledge as have British doctors. It is also as difficult for an Indian

The service should be a corps.

Is absorption in this corps of all Army Medical Service and Royal Army Medical Corps officers serving in India practicable? Advantages of such a unification.

medical officer to understand the habits, diet and methods of thought of the British soldier as it is for a British medical officer to enter into the predilections, customs and manners of Indian troops of various races. But, were the medical officers of British and Indian army hospitals to belong to one corps, much that separates them would, we believe, gradually disappear.

42. Indeed we may go further and say that, if our Indian Medical Corps served both British and Indian troops, and on its civil side, which we will subsequently discuss, supplied the mainsprings of provincial medical administration, it would be possible to get rid of much unnecessary duplication of personnel and hospital equipment and buildings. One of our members notes: "I have lately been in a military station in India where the British station hospital was staffed with 15 medical officers with only 80 patients to treat; the Indian station hospital had 4 officers with 200 patients, and the civil hospital had one medical officer and 180 patients." This was, of course, in war time, when some officers were waiting at particular hospitals to be sent elsewhere; but experiences of such a kind are not unique, and we think that, with closer co-ordination between British and Indian station hospitals, both staffed by officers of one corps, and between military and civil hospitals, also staffed by the same corps, they should be impossible. With an Indian Medical Corps serving military needs on one side and civil needs on the other, far closer co-ordination than is otherwise practicable could be arranged.

It would lead to more co-ordination between military and civil hospital administration.

We have indicated an ideal to which we would like to see effort directed. There should be more co-operation than there is between the military administration and civil Governments in the matter of hospital management and hospital buildings. With a little mutual arrangement savings would be effected; convenience and a high standard of treatment would be more easily attainable; notably in regard to the wives and families of European civil and military officers. Moreover, on mobilization of the field army, were groups of civil and military hospitals working more or less together, field medical units could be despatched with greater facility than at present, and with less dislocation of hospital arrangements in India. We believe that co-operation of this kind was recently practised in Canada with great success. We do not see why it should not be eventually practicable, at least to some extent, in this country.

43. A substantial obstacle to the immediate absorption into the new Indian Medical Corps of all Army Medical Service and Royal Army Medical Corps officers who wish to serve in India is, that the rapid promotion which so many of these officers have received during the war would be liable to result in the immediate domination of the new Indian Medical Corps by officers transferred from the British service. It is, however, so important, in our opinion, that unification of the medical services in India should take place that we consider that no such obstacle should be permitted to stand in the way. Proposals for the equalization of the seniority of such officers as will be affected when the Indian Medical Corps is formed will be found in annexure V. It is proposed that the new Indian Medical Corps shall be composed of the officers of the existing Indian Medical Service, together with officers who agree to voluntarily transfer, during the next three or four years, from the Army Medical Service and Royal Army Medical Corps, as well as a large number of officers nominated for commissions by the Secretary of State from among past and present temporary members of the Royal Army Medical Corps and Indian Medical Service. We feel strongly that, if ever a serious attempt is to be made to terminate the inconveniences and friction which result from the existence side by side of two military medical services in India, that attempt should be made now. We anticipate that within three or four years the new Indian Medical Corps will have become sufficiently organised to take over the whole of the military medical work in India, and will from its civil side be able to assist the provincial medical services with a cadre of medical officers less liable to depletion than the present supply from the Indian Medical Service. Further on we will give reasons for the latter expectation.

Scheme of unification and formation of one corps.

If our views are adopted, the Army Medical Service and Royal Army Medical Corps officers who have not volunteered to join the Indian Medical Corps will gradually revert to the home establishment during the transition period of three or four years. Thus the Indian Medical Corps will be formed by the gradual filling up of its cadre by voluntary transfers and by new officers, either nominated by the Secretary of State or admitted by examination in London. We recommend that the Secretary of State should lose no time in forming the new corps, as it is important to obtain the services of volunteers from the temporary cadre both of the Royal Army Medical Corps and of the Indian Medical Service before demobilization has been largely effected. There is at the present day not only a certain degree of friction between the two existing services but a considerable amount of overlapping and reduplication of effort. When one Indian Medical Corps has been formed co-operation and the interchange of duties will be easy. As the Indian Medical Corps will be organized on the same lines as the Royal Army Medical Corps, and as in peace time it will work on the station hospital system, the officers and men of these two corps will find it possible and indeed easy to work together when they meet outside the boundaries of India on field service. It is our aim that the two services be so alike and be so organized on the same lines, that, if in the future an Imperial Medical Service for the whole of the British Empire be established, the Indian Medical Corps should fit into it with the least possible disturbance or modification in its constitution.

Composition of  
the military side  
of the Indian  
Medical Corps.

44. The new corps would include commissioned officers, military assistant surgeons and sub-assistant surgeons, the Army Hospital Corps, the Army Bearer Corps and other hospital establishments. A skeleton outline of the proposed organization is given in annexure VIII.

We are not certain whether it will be necessary, should this corps be formed, to remove from it all colonels and general officers, as is done in the case of the Royal Army Medical Corps. If this removal be carried out, the title, Indian Medical Service, should be retained in order to denote officers of these two ranks.

The military side of the new corps should have its own leave and casualty reserve of 25 per cent. and study reserve of 4 per cent., besides a war reserve calculated on the numbers that are necessary to meet the medical requirements of the field army of India on mobilization.

We recommend that the military cadre of officers for the corps should be calculated at the ratio of 3 per mille of the total strength of British and Indian troops and followers in the army in India. The present authorized cadres of the Royal Army Medical Corps and Indian Medical Service in military employ allow for a ratio of 4 and 1.28 per mille respectively, as shown in our paragraphs 1 and 2. In view of the higher standard of medical treatment and sanitation required in connection with Indian troops, the necessity for which has already been admitted in the despatches leading up to the introduction of the station hospital system, we consider that it will be necessary to recommend that in future the general ratio be fixed at 3 per mille.

We have already stated, in paragraph 42, that the formation of one Indian Medical Corps to take over the care of both British and Indian troops will lead to economy in personnel and hospital buildings. But we do not consider that this economy in personnel will allow of the employment of a smaller proportion of medical officers than 3 per mille, until combined hospitals for British and Indian troops are introduced—and this will probably take considerable time.

In Chapter V, we recommend that the medical education of military assistant surgeons should be improved to such an extent as to provide them with qualifications registrable in the United Kingdom, or, at any rate, in India, and that, in future, they should be employed on purely professional duties of the same nature as those of commissioned officers. If effect is given to these proposals, and to others which we make later on regarding the



performance of duties now allotted to assistant surgeons, it will be possible to reduce the cadre of commissioned officers, calculated on the ratio recommended above, in proportion to the extent to which such officers are replaced by assistant surgeons, or, as they may well be called in the future, assistant medical officers.

Whether such replacement takes place or not, it is obvious that the cadre of the Indian Medical Corps must be very much larger than that of the military side of the present Indian Medical Service. It is of the greatest importance that this increase should not be confined to the junior ranks but should include a considerable proportion of senior officers of experience. It is, therefore, most desirable that, if possible, a large number of officers of the Army Medical Service and Royal Army Medical Corps should transfer to the new corps. Such officers would become eligible for the rates of pay of the Indian Medical Corps, and we recommend that they should be permitted to count all previous service in India, or overseas with Indian formations, towards earning a proportionate Indian pension.\*

We do not contemplate that it will be necessary to maintain a larger ordinary war reserve for the unified corps than would be required for the Indian Medical Service if the existing system were continued. In the past it was never, so far as we can ascertain, found necessary to bring additional Royal Army Medical Corps officers out to this country in connection with military operations on the frontiers.

45. We consider it essential that the new Indian Medical Corps should have a central depôt and school of instruction to be its educative and social home. In the uncertainty which prevails as to the future organization and geographical distribution of the army in India we are unable to suggest any specific location for this depôt, but we consider that the following are essential conditions for its success:—

A central depôt and school of instruction for the Indian Medical Corps.

- (a) a good climate in which training can be conducted throughout the year;
- (b) the presence of a large number of troops, both British and Indian; and,
- (c) large permanent hospitals, both British and Indian.

A central position in India is also desirable. We realise that it may be found necessary to have subsidiary depôts located in the areas of recruitment, for the initial training of the rank and file. It is obvious also that the distribution of the rank and file after training in the central depôt should so far as practicable be territorial. The training should be conducted on the lines followed in the Royal Army Medical Corps Depôt and company headquarters in England. Our suggestions for the organization of the corps depôt, as well as a skeleton syllabus of the course of instruction to be given at the school, are contained in annexure VI. We suggest that, in the event of the adoption of mechanical transport for ambulance purposes in India, the drivers and other personnel of such transport should, after training at a central mechanical transport school, be incorporated in the Indian Medical Corps.

46. As will be seen from annexure VI, we propose that all junior officers of the Indian Medical Corps when they first arrive in India, as well as all assistant surgeons and sub-assistant surgeons and other ranks of the corps when they first join it, should undergo courses of instruction at this depôt.

Training of officers in tropical medicine.

We are in agreement with the views of Sir G. Makins,\* although the introduction of the station hospital system for Indian troops has altered conditions since he wrote, that junior officers should, before they are posted to military hospitals in India for duty, spend some time in the practical study of tropical diseases at either a large civil hospital or a school of tropical medicine in India. Satisfactory training in this subject cannot be obtained in England or in the military hospitals in India, whereas the institutions which we have mentioned above offer unrivalled opportunities for it. We

\*See Annexure III.

recommend, therefore, that officers should, either before joining the depot or immediately on leaving it, be attached for a period of 3 to 6 months to one of these institutions. We understand that sanction has already been accorded to a proposal that newly appointed officers of the Indian Medical Service should, on first arrival in India, be attached to presidency hospitals for 2 months for clinical instruction in tropical diseases. We do not, however, consider two months a sufficient period.

**The Special Reserve.**

47. Behind the leave, casualty, study and war reserves of the Indian Medical Corps should be a further reserve, which we will call the Special Reserve, to be drawn on for professional and not administrative work, only on occasions of national emergency, and then subject to certain restrictions. We would recruit this special reserve partly from civil assistant surgeons and independent medical practitioners voluntarily enrolled and periodically trained. We would suggest that provincial Governments should give the former special privileges when enrolled, and that the latter should be granted retaining fees, and further that temporary rank should be given to both whilst under training, as well as honorary rank thereafter. But we would recruit the main strength of this special reserve from the civil side of our new Indian Medical Corps, which we suggest should be composed of officers who have begun their Indian career by three or four years of military service.

It has been represented to us that there is now no need to maintain a war reserve of officers of the Indian Medical Service, as such a reserve can safely be composed entirely of civil assistant surgeons and independent medical practitioners, all of whom, it is said, have given signal proof of their patriotism during the war. In view of this claim we have been at some pains to ascertain the true facts regarding the recruitment of Indian private practitioners during the recent war. Facts and figures supplied to us by the office of the Director-General, Indian Medical Service, leave no doubt that there was a general disinclination on the part of Indian private practitioners to proceed overseas, although they were offered for such service the same rates of pay as temporary Royal Army Medical Corps officers engaged in England. In this connection we were told that, during the first flush of patriotic excitement and pressure at the beginning of the war, the private medical practitioners of one of the provinces assembled together and telegraphed to His Excellency the Viceroy that over 50 of their number had resolved to offer their services to Government for use in any manner considered desirable. Later on, however, so many impossible conditions were attached to the offer that, of the original number of volunteers, there remained only six who were willing to serve out of India. Of all the private medical practitioners in India only 373 volunteered for military service, and 125 of these were not prepared to proceed overseas. It must, however, be noted that, until July 1917, only those who held qualifications registrable in the United Kingdom were accepted for temporary commissions. Of the 248 who volunteered for general service 104 were young doctors under 28 years of age, and 144 were over that age. Further, we are informed that, so far from the supply of temporary Indian Medical Service officers having been sufficient to meet all demands in connection with the war, the Commander-in-Chief in India was compelled to inform the War Office in 1917 that he was unable to supply medical officers as reinforcements for Mesopotamia, Egypt and East Africa. The War Office then undertook to provide such reinforcements for Indian as well as British units in those theatres of war, from among practitioners recruited from other parts of the Empire.

We have also made careful enquiries as to the quality of these recruits, and are satisfied that, as would naturally be the case, they were as a general rule decidedly inferior to Indian regular officers of the Indian Medical Service who had finished their medical education in England and had at some time or other been accustomed to serve with troops. As the result of these enquiries we are convinced that it would be unsafe for Government, in present circumstances, to rely largely for its war reserve on the non-official classes. We therefore propose that the special reserve shall draw its main strength from the Indian Medical Corps.

48. Whatever may be the results of the present conferences at Paris, India will remain a continent rich in potentialities, which from time immemorial, in the words of an Indian speaker in the Imperial Legislative Council, "has attracted the cupidity of powerful rulers and states."

The civil side  
of the Indian  
Medical Corps.

Moreover, the responsibilities of the British Empire, as one of the great powers of the world and a mandatory of the League of Nations, are about to widen and not to narrow. We must therefore reckon on the clear possibility that one day the army in India may require help from the imperial and provincial civil medical services. For this reason, and because the civil medical service or services of this country must for some time at any rate, in their own interest, draw their chief strength from British recruitment, for which we can devise no better door than the new Indian Medical Corps, we recommend that this corps should include a distinctively civil side. Transference to this civil side should be on the basis of figures to be furnished now to the Imperial Government by the provincial Governments, who would state the number of posts which they wish to fill as permanent civil appointments from the Indian Medical Corps. The Imperial Government would have its own list of appointments under the Foreign and other Departments. The holders of these posts would be liable to be called on for military service on occasions of serious national emergency and then only. Even on such occasions, if holding certain residuary, teaching, or research appointments for which no fit incumbents could be found, they should not be called out. When once permanently employed in civil, officers would not revert to military duty by choice. They would continue to receive military promotion in accordance with a time scale until they reached the rank of lieutenant-colonel, after which they would receive no further advance in army rank. Officers holding civil administrative appointments should, however, be granted special precedence in accordance with those appointments.

We propose, in fact, that the Indian Medical Corps shall recruit alike for the military and for the higher civil medical service, that all newly joined officers shall for their first three or four years serve with troops, and shall then elect for the civil or the military side. As opportunity occurs, and as far as possible in accordance with their choice, they would be assigned to temporary civil employment for periods of 5 years, and would then be eligible for permanent civil employ if they chose, and if they were approved by the provincial Government, or the department of the Government of India, concerned. When once permanently civil medical officers, they would be liable to recall to military duty only on occasions of grave national emergency.

49. We do not propose that the civil side and the war reserve of the military side of the Indian Medical Corps should furnish the whole of the superior civil medical service of the country. We have already stated that it will be for each provincial administration to estimate and report to the Government of India the number of posts which it would reserve, as permanent appointments, for officers of the civil side. Similarly, the military authorities would supply the figures of the numbers needed as an ordinary war reserve. We consider that provincial administrations are bound to employ this reserve in the interests of the defence of the Empire, without diminishing their cadre of Indian Medical Corps officers in permanent civil employment. By doing so, they will only partly provide for provincial needs. We invite attention to the evidence of Major Norman White, C.I.E., Sanitary Commissioner with the Government of India, which our own experience entirely endorses. The existing civil organization is, he says, "hopelessly inadequate" to meet the medical needs of the country. Major-General Robinson, C.B., Surgeon-General with the Government of Bengal, told us: "The Indian Medical Service hitherto has been starved in every way, under-staffed, under-paid. It has consistently been starved for money both in civil and military. \* \* \* The epidemic diseases of India particularly require study and investigation, and there are dozens of diseases to be prevented, and that could be prevented were means taken to do so. It is a question of money to a very large extent." We are, of course, well aware that the great obstacle to medical and sanitary improvement is the conserva-

Provincial  
medical services.

tive and apathetic character of the mass of the people who intensely prefer to walk in the ways of their fathers. We are sure that it is beyond the wit and power of any Government, however wealthy and generous it may be, to produce substantial improvement, unless it be aided by strong, persistent, and widespread popular effort. We welcome the first sign that such an effort may one day come, in the co-operative movement in Bengal for medical relief and anti-malarial measures, described to us by the Hon'ble Mr. P. C. Mitter of Calcutta. We invite careful attention to this movement which deserves generous support from all who would see India become a strong, prosperous, self-governing unit of the British Empire. But all movements of this kind need encouragement and help from parallel Government action. The Government organization and staff of medical officers must not be "hopelessly inadequate." We have examined the figures of medical expenditure, both imperial and provincial, for the past six years and compared them with the figures of educational expenditure for the same period. The medical figures are considerably less than half the education figures. To those who know the conditions of India the former are decidedly unsatisfactory.

There is ample need for better and wider medical organization in all provinces. Civil surgeons are over-worked; colleges and schools are understaffed; far more deputy sanitary commissioners are required; research institutes need money and workers; travelling dispensaries could with great advantage be indefinitely multiplied. All the provincial medical and sanitary administrations are, even in ordinary times, undermanned. The present is emphatically the time for a new start. Should the proposals of the Montagu-Chelmsford scheme be accepted by Parliament, substantial steps will immediately be taken toward the goal of responsible provincial government, and provincial administration will at once become far more decentralized than at present. It is, we believe, contemplated that possibly provincial medical and sanitary administration may pass to the control of Indian ministers. In all provinces, as is stated in the Montagu-Chelmsford report, and as has been emphasised by our co-opted colleague, Sir Temulji Nariman, a considerable British element is necessary in the medical as in other branches of the civil administration. The provinces differ greatly in educational progress, but all should draw their main strength for medical and sanitary progress from adequate staffs of high class officers. These they will draw from the new corps; but they will supplement these staffs by local officers whom they will themselves appoint. They will thus develop their medical and sanitary administrations for themselves on secure foundations. They will not give up their permanent civil officers of the Indian Medical Corps for any ordinary expedition or minor war, but only in case of a grave national emergency. Should such an emergency arise, they will do what all Governments do on these occasions and make the best arrangements that they can for filling vacancies caused by the withdrawal of any portion of the special reserve. They would have to do this whether or not their most important medical officers had begun their careers in military service.

Thus the provincial medical services will include officers belonging to the following categories:—(a) Indian Medical Corps officers holding residuary appointments, who can never be recalled to military duty; (b) Indian Medical Corps in temporary civil employment. Provincial Governments will be recalled to military duty, as professional men and not as administrators, in case of grave national emergency; and (c) military officers of the Indian Medical Corps in temporary civil employment. Provincial Governments will be able to select officers, who are or have been in temporary civil employment, for permanent employment, as occasion offers. Such officers will pass into categories (a) or (b). Provincial Governments will also employ (d) purely civil officers whom they will appoint themselves.

50. In considering the needs of the civil populations we should mention that both the Bengal Chamber of Commerce and the European Association consider that our scheme of re-organization should recognize as a basic principle that, at every military station and at every civil district headquarters, there should be available a European medical officer. We see no

European  
medical  
attendance on  
Europeans in  
outlying  
districts.

reason to suppose that under our scheme there will not be a European medical officer at every large 'military station'; but we cannot propose that there shall be one at every civil district headquarters. This has not been the case in the past; and in future there will be many district headquarters at which there will be no European officials or non-officials. At central or important places, such as divisional headquarters, there should always be European medical officers. It is at such places that non-official Europeans mainly reside. Officials, however, go where they are sent; and, although there will in ensuing years be a diminishing number of European officials in outlying stations, we feel strongly that Government should certainly arrange that European medical attendance is secured for these officials, their wives and families. European women in India, as a rule, strongly prefer doctors of their own race for themselves and their children. It is only natural that this should be so; and special arrangements must be made in acknowledgment of the fact. European civil surgeons should be in charge of the hill stations during the hot weather; suitable hospital and other accommodation for the sick should be maintained at the headquarters of civil divisions and in the larger plains stations; and European officers of the Indian Medical Corps should be held ready to go to outlying stations where their services are required either for European officials or their wives and families. The services of such medical officers should also be available for European planting, railway, and other non-official communities.

51. We do not think that it will be possible to secure a sufficient supply of European candidates for the new Indian Medical Corps unless retirements with gratuities be permitted after fixed periods, before pension is earned. It must be some time before the medical profession in Britain recovers its equilibrium. A system of retirement with gratuity exists in the Royal Army Medical Corps and in the Medical Department of the Royal Navy. It should certainly be introduced into the Indian Medical Corps in order to guarantee British candidates against a possible prospect of being tied for life to India much against their will. It must also apply to Indian candidates, as we cannot differentiate between races in this matter. We believe that every effort will be made to assure the position of the services by parliamentary legislation. But we should not be doing our duty if we did not clearly voice certain apprehensions which are current, and we cannot do so better than by quoting from the evidence of a distinguished officer of the Indian Medical Service. Recommending a system of possible retirement with gratuity, and speaking "entirely from the point of view of recruitment" and with every wish for the success of the coming reforms, he said :

A system of optional retirement on gratuity desirable, to attract candidates to the new corps.

The proposal of the Montagu-Chelmsford scheme to place the civil medical department under an Indian minister, and the further proposal to recast the constitution every ten years or so, introduces an element of uncertainty into the careers of men entering a service with the prospect of spending their lives in it, as they can form no idea of what their position will be as regards the more attractive civil work at least in the future except that it is almost certain to be altered for the worse.

This uncertainty will militate more against recruitment than any other factor, when it is realized in Great Britain. It will therefore be necessary to allow all officers, including these already in the service, to retire at stated periods of their early service, before they become pensionable, on liberal gratuities, which would enable them to buy a practice or partnership at home, as is already in force in the Royal Army Medical Corps and in the Medical Service of the Royal Navy. They should have this option every four or five years of their service.

The frequency with which officers availed themselves of this right would be a very valuable guide to the Government regarding the popularity or otherwise of the service, which should allow them to gauge any discontent in time to enable wise statesmen to take the necessary steps to remove the causes of such discontent before the Indian Medical Service is again brought to the present position of being unable to recruit the class of men whom it used, not long ago, to command, and which only very liberal and expensive remedies will now relieve.

We would suggest a system of optional retirement with the following gratuities: £500 after 4 years' service; £1,000 after 7 years' service, with a first class passage to England in each case for European officers.

Conditions of  
admission to  
the corps.

52. We have shown the reasons which impel us to recommend the constitution of a new Indian Medical Corps which shall absorb the present Indian Medical Service and will become the Indian imperial medical service of the future for both civil and military duties. We have stated conditions which, we trust, will make this corps a success. Before going further, we will briefly propose conditions for admission to it.

We consider it essential that there should be only one examination for the Indian Medical Corps, and that this should take place twice a year in London. In annexure VII, we suggest a syllabus of subjects. It will be noticed that, in accordance with the recommendation of the Public Services Commission, in paragraph 9 of annexure XII of their report (page 249), we aim at making the examination more practical than it is now. As we wish the Indian Medical Corps to be a *corps d'élite*, we consider that the men who enter it should have received a high class training in all branches of practical medicine. Such a training is unobtainable in India at the present day. It is impossible to obtain in Indian medical colleges complete instruction in gynaecology, obstetrics, and diseases of children; and in these colleges generally, education in ear, nose and throat surgery, advanced X-ray therapeutics and electro-therapeutics is either defective or unobtainable. All candidates should go through courses of instruction in these subjects in Great Britain.

To give Indians a fair chance of completing all the subjects of their medical education and of competing on an equality with doctors educated in the United Kingdom, we suggest that Government should offer for competition in India, after nomination, a limited number of scholarships, tenable for 18 months or two years in the United Kingdom, to medical students who have completed their third year, or to medical graduates of the five universities at Madras, Bombay, Calcutta, Lahore and Allahabad. The scholarships, would, as far as possible, be shared equally by the five universities, and their number would bear some relation to the number of impending vacancies in the Indian Medical Corps. Even if scholars did not succeed in finally obtaining admission to the corps, they would return to India much the better for the training which they had undergone, and would easily find places in the provincial services, or be able to set up in private practice with good prospects of success. We do not mean to exclude from the examination Indians who wish to compete but are not scholarship-holders.

The Public Services Commission, in the paragraph quoted above, pointed out that medical education for, at any rate, a civil practitioner could not in some respects be satisfactorily completed "in many parts of India," owing to the customs of the country. They added: "if it be found necessary to give Indians this training" (in midwifery and the diseases of women and children) "in the United Kingdom, sufficient facilities should be provided there for them." Our suggestions are in accordance with these views.

We consider that, in the present emergency, and before examination again becomes the only portal of entry, temporary officers of the Indian Medical Service should not be excluded from nomination to permanent commissions in the Indian Medical Corps, even though their medical education has been entirely received in India. Facilities for the completion of this education should be accorded to such nominated officers.

We have carefully considered the view expressed in paragraph 317 of the Montagu-Chelmsford report, that there should be, in all services now recruited from England, a fixed and annually rising percentage of recruitment in India. We are, however, unanimously of opinion that it is not advisable to attempt to fix a percentage of Indians to be admitted to the Indian Medical Corps. It is our desire as stated above, to form the Indian Medical Corps into a *corps d'élite*, and, whilst we consider that the State may legitimately help Indians to appear at the London examination, we consider it of paramount importance that the best possible doctors should be attracted to the corps. We believe that, if adequate professional opportunities, salaries and leave conditions are offered, the corps will in time obtain

the popularity in Britain which the Indian Medical Service formerly enjoyed.

53. The recruitment and prospects of the new corps will be considerably affected by the opportunities to be offered to its members, both British and Indian, in the fields of research, bacteriology and sanitation. The Secretary of State recognized this fact when he recently said to a deputation from the British Medical Association: "You and I are in complete agreement in thinking that opportunities for research and reward for research form an important part in the considerations which are necessary to ensure a good medical service for India."

Miscellaneous  
departments  
and residuary  
posts.

Unless our scheme reserves to officers on both sides of the corps full opportunities for a career in scientific medicine, it will fail to attract highly trained men. We would therefore admit officers of the Indian Medical Corps to a first call on important research and bacteriological appointments. These appointments are few in number. It seems probable that they will shortly be in the gift of an Imperial Health or Advisory Board, research and bacteriology remaining imperial departments. We are in favour of such arrangements. In the absence of a suitable candidate from the Indian Medical Corps for one of the principal research or bacteriological appointments, the vacancy should be filled from outside. Officers of the corps who are admitted to these departments should in no case afterwards be liable to recall as ordinary military officers, but only as specialists. We would invite independent medical practitioners who wish to take part in research to work in the Government research institutes, giving them a salary if necessary.

Each province should develop its own sanitary department with the help of a sanitary commissioner who should be a member of the Indian Medical Corps. As many as possible of the deputy sanitary commissioners of each province should belong to the same corps. Sanitation is a subject which is of vital importance to the army and which is exceedingly well taught in army medical schools. It is also a subject in which the provincial Governments require additional expert aid.

The Jail Department is about to be examined by a committee of experts. We would provide that the inspectors-general of prisons and the superintendents of central jails should belong to the civil side of the Indian Medical Corps. No superintendent of a central jail who belongs to the corps should be considered available for military duty in any circumstances. These appointments should be placed in the residuary category, but officers in charge of smaller jails should be available for the ordinary war reserve. We consider that higher jail allowances should be given to civil surgeons in executive charge of jails. Such charges add greatly to their work and responsibilities.

The Public Services Commission recommended that "the teaching staff of each Government college should be treated as a separate unit." We think, on the contrary, that professors in Government medical colleges should be selected, by an Advisory Board, from a special all-India list. No local Government can satisfactorily staff its medical colleges on all occasions from its own small cadre. We would reserve all clinical professorships for officers of the Indian Medical Corps. We would throw scientific professorships open, allowing a prior claim to officers of the corps, provided that candidates are thoroughly competent to fill the particular chairs concerned. There can be no doubt that such opportunities are necessary to attract to the corps men of scientific merit and attainments. We refer only to chairs in Government medical colleges. Chairs in aided colleges should be entirely open to the medical profession in India and the United Kingdom.

We would reserve superior posts in the chemical and alienist departments for officers of the corps, should suitable candidates be forthcoming.

We would debar medical officers holding scientific posts from private practice, giving them instead monthly allowances. Officers holding clinical posts should be allowed consulting and operating practice in their own subjects. So should chemical examiners and alienists.

No officer of the corps holding any superior chair on a professorial staff, or a chemical examinership, or an alienist post, should be liable to recall to military duty in any circumstances.

A junior Indian Medical Corps officer in temporary civil employment should be lost to the ordinary army reserve whilst holding a scientific professorial appointment, but he would again join the reserve [category (c)] if and when he gave up such an appointment.

The only  
alternative to  
our proposals.

54. Such are our main proposals. We have observed the chief principle emphasised by the Public Services Commission : the necessity for calculating separately on their merits the needs of the army and of the civil administration; but we are clearly of opinion that the wants of each will be best served by a system which entrusts the higher direction of military and civil medical affairs to distinct branches of one select and well-trained corps of officers who begin their careers with military service.

The only alternative to the scheme which we suggest is to abandon all attempts at unification, and to confine our recommendations simply to the formation of a medical corps for the Indian army, and substantial improvements in the salaries and leave rules of the Indian Medical Service. It would be necessary to equalize the attractions of this service and those of the Royal Army Medical Corps by fixing the salaries of officers of the former at considerably higher rates than those which suffice for officers of the latter.

The Indian Medical Corps would, in this case, be formed by the amalgamation into one corps of the officers of the military side of the Indian Medical Service, the sub-assistant surgeons of the Indian Medical Department, and the rank and file of the Army Hospital Corps and Army Bearer Corps, with the necessary establishments for Indian station hospitals. In order to carry out the required expansion in the cadre of officers to 3 per mille, it would be necessary to call for some volunteers from the Royal Army Medical Corps. But the Army Medical Service and Royal Army Medical Corps would remain distinct in India. Should this alternative be adopted, the friction and many of the inconveniences which have led to the appointment of our Committee will be perpetuated. The staff of British station hospitals would then consist of :—

- (1) officers of the Royal Army Medical Corps;
- (2) military assistant surgeons of the Indian Medical Department (to be used, according to our proposals in chapter V, solely as professional men);
- (3) some of the rank and file of the Royal Army Medical Corps; and,
- (4) some of the rank and file of the Indian Medical Corps.

Under this arrangement the staff of these hospitals would consist of members of three different services, the members of two of which (the Indian Medical Department and the Indian Medical Corps) would be serving under officers of a corps to which they do not in any sense belong.

Thus, although the alternative scheme would consolidate the staff of Indian station hospitals, it would perpetuate present disadvantages and reduplications. We wish, therefore, to press Government to accept unification, which seems to us to be the only satisfactory scheme in the circumstances. Now that from a military point of view a medical corps is imperative for the Indian Army, and that the old regimental system is gone for ever, the medical corps of the Indian Army must, in the interest of economical and smooth military administration, be amalgamated with the medical corps of the British Army in India.

Consent of the  
War Office  
is necessary for  
the adoption  
of our scheme.

55. We fully realize that the consent of the War Office is necessary for the adoption of our scheme. That consent would also be necessary if the alternative scheme were adopted as it would be impossible at present to form a medical corps for the Indian Army alone without including therein transfers from the permanent or temporary personnel of the Royal Army Medical Corps. We trust that the War Office will accept the larger measure which we have proposed in the interest of the whole army in India.



We realize that the exclusion of officers of the Royal Army Medical Corps from India would deprive that corps of a valuable field of experience in tropical medicine. Its officers have, however, in other parts of the Empire, excellent opportunities in this direction. To obviate any disability arising from the closure to them of the field of research in India, we recommend that arrangements should be made whereby as many officers of the Royal Army Medical Corps as is considered desirable can be attached to any of the medical institutions in India.

56. We are under great obligations to the excellent report of the Public Services Commission, and have only differed from them when we felt impelled to do so by altered circumstances, and a wider survey of the medical services than they were required to make, and by consideration of the lessons taught to India by the great war. In conformity with the general proposals of the Montagu-Chelmsford scheme we contemplate provincial civil medical services which will draw their main strength from our new corps. We have carefully considered the best means of meeting the wishes of educated Indians which are apparent from the debate in the Imperial Legislative Council referred to in paragraph 15 of our chapter I. We have already given reasons for our inability to recommend the formation of a civil medical service which would be wholly independent of the medical organization of the army in India. We have done our best to devise a system which will differentiate the military and civil medical services more effectively in time of war, whilst we point the way to greater mutual assistance and complementary effort during peace.

Our proposals considered in the light of some other proposals detailed in our introductory chapter.

We do not find that, even during the great war, there was anything approaching "absolute dislocation and paralysis of civil work throughout the country"; nor do we think that officers of the civil medical service should ever consider themselves divorced from all obligation to take part, if so required, in the defence of India. We by no means intend that Indian talent shall be excluded from either the civil or the military side of our new medical corps. On the contrary, we have proposed increased facilities for qualified Indian candidates. We find that, so far from the drafting of Indian Medical Service officers into civil employ being a hindrance to the progress and expansion of the independent medical profession, the latter owes its existence and growth to this very circumstance. We are sure that it will continue to grow, and will grow all the faster by contact with a strong and efficient superior civil medical service, and the influence which such a service must exercise on the spread of western medicine and sanitation among the people. We agree with the Public Services Commission that, "if there were no State service in the country, there would be large tracts which would be left without any provision for western medical relief." With them we "are convinced that State control is necessary in order to secure the continued and extended diffusion in India of western medical knowledge." We are also sure that this State control should be exercised by means of a thoroughly efficient service consisting of British and Indians. The British element will, as the Secretary of State has already realized, not be obtainable without the offer of adequate salaries and wide professional opportunities. And, as a considerable British element is essential, both in the interest of the progress of western medicine in the country, and because, in the words of the Secretary of State, the medical service is "the pivot upon which all other imperial services in India depend," we recommend that measures be taken which will effectually secure it. At the same time we have no desire either that this British element shall monopolise the new corps, or that the latter shall absorb the civil medical services of the country. We hope that this corps will contain a strong and high class Indian element, and that the Governments of the various provinces will, with the help of officers from that corps, develop their own medical administrations, appointing their own officers as occasion arises. We further desire that western medicine be advanced in every way possible both by Government and by non-official efforts, and we have emphasized the need which exists for far wider and more general endeavours in this direction. We have done our best to meet Indian political opinion in so far as we could do so with the knowledge which we have acquired of the many-sided conditions of the problem before us.

## CHAPTER IV.

## IMPROVEMENTS IN THE OFFICER GRADE.

General  
causes of  
discontent.

57. THE causes of discontent in the Indian Medical Service are apparent from our paragraphs 9, 10, 14 and 38. We may add to those already stated the present high cost of living in India, which, in the absence of an increase of salaries, has for years pressed heavily on all officers of the Indian services who have wives and families and do not occupy high positions. Recruiting for the Indian Medical Service was, up to the year 1900, maintained largely by the traditions of the service founded on conditions which had even in those days passed away. It was still a common belief in England that India was a cheap country to live in. India is no longer a cheap country to live in. The average officer with a family pays more rent for his bungalow in India than he does for a house in England suitable for a man of his position to live in. He also often pays more in servants' wages than an officer of his position does in England. Furthermore, he has the burden of keeping up two establishments in the hot season, and of the heavy travelling expenses connected with the annual move of his family to the hills, and the journey for himself and his family to the United Kingdom when he can obtain leave. In addition, all imported articles, such as wearing apparel and provisions, are much more expensive in India than in England. In fact the only necessaries of life that are cheaper in India than in England are the common articles of food produced in the country, such as meat, vegetables, bread, etc., the cost of which forms only a small proportion of his obligatory expenditure. The purchasing power of officers' pay has fallen so much that in many instances they are unable to save enough to meet the expenses connected with furlough to England, including the cost of passage both ways. Unless an officer has saved substantially he cannot take furlough, as his income is then considerably reduced.

In 1913, Mr. Datta's Committee, which toured India for two years, reported that the rise of prices in the previous few years had been 22½ per cent. The increase is now computed to be far in excess of this figure.

The special causes which have worked for discontent in the Indian Medical Service are as follows:—

- (a) The salary of an Indian Medical Service officer was fixed many years ago on the understanding that, private practice being permitted, a large number of officers would be able greatly to increase their income from this source. There can be no doubt that, except in the case of comparatively few officers, private practice has diminished very considerably and has in many instances completely disappeared. We are, of course, aware that steps have already been taken to remedy the inadequacy of salaries.
- (b) Although the leave rules contemplate that an officer will ordinarily spend 6 years on furlough out of 30 years' service in India, the experience of the senior officers of the service proves that leave has been difficult and in many instances impossible to obtain. Leave was totally closed to the Indian Medical Service during the Burma war, the Tirah campaign, the China war, the South African war and this war. It has also been closed, if not to the whole service, at any rate to the civil side in some provinces, at different times owing to plague and famine. One senior officer who gave evidence before us stated that the average period of furlough enjoyed by Indian Medical Service officers in civil employment during 30 years' service was probably less than 3 years. In fact the leave cadre of the service has never been sufficient to allow of the grant to officers of the total amount of leave admissible under regulations. Other services in India maintain higher leave reserves, although they come under simi-

lar furlough rules. The Indian Medical Service leave reserve was, till recently, 20 per cent., the Indian Civil Service 25·89 per cent., the Supply and Transport Corps, Military Works Service, and Military Accounts Department, 25 per cent. The majority of the officers of the service had, on the civil side at any rate, large accumulations of leave due to them before the war. When the benefit of study leave was granted no extra provision was made to enlarge the leave reserve and consequently, in the past, when study leave was taken it was at the expense of ordinary furlough. It is true that sanction was accorded, in 1916, to an increase of the leave and study reserves of the Indian Medical Service to a total of 23½ per cent., but, owing to the cessation of recruiting, this increase has not yet had time to have any effect. But if leave has been scanty work has been abundant.

- (c) Every Indian Medical Service officer of above 15 years' service has told us that work has enormously increased in amount and that a higher standard is generally required. In the meantime medical education has become more expensive, more difficult, and more prolonged. As work has increased and leave has become more difficult to obtain, the 30 years of Indian service have become more onerous, but the savings of officers have at the same time diminished. This has led to delayed retirement, with the result that officers have reached administrative rank too late in life.
- (d) A considerable amount of discontent has existed in the Indian Medical Service on account of the fact that its military side has always been administered by an officer of the Army Medical Service (see our paragraph 4). We have already referred, in paragraph 14, to the consequences of the war to officers of the Indian Medical Service.
- (e) There is a feeling that substantive promotions to administrative grades have been inadequate in number in view of the increase that has occurred in the Indian Army.
- (f) The station hospital system has only just superseded the regimental system in the Indian army. Station hospital buildings are so far unsatisfactory. Indeed, they are generally incomplete, obsolete, and likely to depress, from the point of view of their profession, high-class medical officers who may be deputed to work in them. In the interests of the patients and of such officers, an improved class of building should be introduced as rapidly as is financially possible.

58. The remedies for all these disabilities and grievances fall naturally Remedies.  
into five groups :—

- (a) *Increased salaries.*—This is now under consideration.
- (b) *More liberal leave.*—Leave, next to pay, is to the officers of the Indian Medical Service the most important consideration just now. We strongly recommend that efforts should be made by Government, both on the military and on the civil side, to give, at as early a date as possible, such leave to regular officers of the Indian Medical Service as is long overdue. We recommend also that study leave be converted into study duty, and that officers be granted passages to the United Kingdom and back when absent from India on study duty. The leave, casualty and study reserves should be brought up to sufficient strength to enable officers to obtain furlough in accordance with regulations.
- (c) *Earlier full pension.*—We have received evidence from Indian Medical Service officers to the effect that the conditions of service have so changed that it has become necessary to shorten the

period of service for full pension from 30 to 28 years. The reasons given for this are, that work in India has enormously increased, that greater responsibility is thrown on individual officers, and that the ordinary civil surgeon is so occupied with his work that he has no time for private practice. In addition to this the average age at which officers enter the service has considerably increased in recent years.

- (d) *Improved position of civil administrative officers.*—Complaint has been made that the position of the Director-General, Indian Medical Service, and surgeons-general and inspectors-general under the Government of India and provincial Governments is unsatisfactory. This question was discussed by the Public Services Commission. They did not recommend that civil administrative medical officers should be appointed secretaries to Government. The director-general and all the administrative officers have stated that they desire to have the right of direct access to the Viceroy and heads of provinces, respectively. We have found that in most of the provinces custom and good feeling between the Government and the administrative officers have already led to this access being given, but we think that it would be better to constitute it a right.
- (e) *Improvement of Indian station hospital buildings.*—We recommend that these buildings be brought up to date as early as possible.

## CHAPTER V.

### IMPROVEMENTS IN THE MINOR AND PROVINCIAL SERVICES.

#### *A.—Military Assistant Surgeons.*

59. IN no branch of the medical services have we found so much discontent as in that of the military assistant surgeons, and we have no doubt that their status and prospects should be improved materially. It has been suggested to us by a number of witnesses that recruitment of this class should be discontinued, but we are convinced that this is not feasible, in view of the fact that they fill, in the medical organization of the country, a place which cannot be filled otherwise, except by the employment, at prohibitive cost, of additional commissioned medical officers. The duties on the military side to which we refer are those of assistant medical officers, or house surgeons, in station hospitals, and those of medical officers in charge of small parties of troops or camps. On the civil side they can be employed with advantage on railways, in stations on the Persian Gulf, in out of the way stations on the frontier, in small hill stations and in other appointments of a similar character.

60. In future, in accordance with orders issued by the Government of India, in 1914, candidates for admission to medical colleges as military medical pupils must possess a preliminary education of the standard required by the General Medical Council of the United Kingdom, and their course of training in the colleges will last for five years instead of four. In these circumstances military medical pupils will be able to sit for examinations which will, if they pass, give them a qualification registrable in the United Kingdom. We recommend that only those pupils be entertained whose academic qualifications are such as to enable them to sit in the university classes in the medical colleges and to proceed to a medical degree. We are of opinion that those pupils who fail to obtain such a qualification should only be admitted to the Indian Medical Corps if they pass the membership examination of the College of Surgeons and Physicians, Bombay, or of one of the provincial State Medical Faculties. We attach the greatest importance to this proposal because, as already explained in paragraph 44, we contemplate in our scheme of re-organization that the military assistant surgeon should be employed in

Their future place in the medical organization.

Future standard of education.

the Indian Medical Corps on purely professional duties of the same nature as those of a commissioned medical officer.

61. They should all be required to serve Government for a period of ten years in return for the free medical education which they have received. Obligations and conditions of service.

We would make a distinction between those military assistant surgeons who obtain a degree and those who only secure a diploma. We suggest that the former at the end of three years' service be permitted, after selection, to proceed, at Government expense where necessary, to the United Kingdom and compete for the Indian Medical Corps commissioned ranks. The remainder should serve Government for seven years as warrant officers, for seven years as lieutenants, for six years as captains and for the rest of their service as majors, beyond which rank they should not rise.

We recognize that, with the superior qualifications to be required of the military assistant surgeon, it will be necessary to give him substantial increases of pay and pension, though we are not in a position to recommend what these should be.

#### *B.—Military Sub-Assistant Surgeons.*

62. The military sub-assistant surgeon is an integral part of our Indian Army organization, and a valuable assistant to the medical services in peace and war. The importance of his work in the army is shown by the vast expansion of this branch that has taken place during the war. The number of military sub-assistant surgeons in peace time is 894, of whom 154 (the war reserve) are in civil employment. On the 30th November, 1918, there were in military employment in India 1,256, and overseas 721, a total of 1,977, or more than twice the peace strength. This was not sufficient to meet demands from overseas forces connected with India, and 1,323 dressers had to be entertained as substitutes. Their importance to the army.

63. Some witnesses whom we examined were in favour of the abolition of the military sub-assistant surgeon, on the ground that the duties he now performs as resident medical officer should be carried out by officers of commissioned rank. We are unable to agree to this, if only on account of the large increase in expenditure that would be involved by acceptance of the proposal. Abolition suggested by some witnesses.

64. The Committee received a number of representations from sub-assistant surgeons and their associations. These largely dealt with questions of preliminary education for entry into the medical schools; eligibility for assistant surgeons' appointments; the duration of the professional curriculum and the standard of their medical education; provision of hostels for Indian military medical pupils; amount of the stipend granted to such pupils; change of designation; improvement of quarters; study periods; grant of Indian commissions on leaving their medical schools; increase of pay, allowances, pensions and rates of travelling allowances. Summary of grievances of sub-assistant surgeons.

We know of no branch of Government service to which such a large number of concessions have been made during the last 20 years than to the one under reference. For example, in the matter of pay we find that, up to 1910, third class hospital assistants were in receipt of Rs. 20 per mensem, with Rs. 5 extra if they were qualified in English; to-day they receive Rs. 60 per mensem. The various sub-charge allowances, although fewer, have been increased in amount; the sub-assistant surgeon now receives free rations, and free quarters; and the course of his professional education has been extended from 3 to 4 years at Government expense.

65. There is considerable disparity in the preliminary education required of this class for admission to the various medical schools. In none is it up to the standard required of university medical students in India, or that of the General Medical Council of Great Britain and Ireland, yet sub-assistant surgeons wish to be allowed to compete for university qualifications and to obtain diplomas registrable in the United Kingdom. We are of opinion that they should all be educated up to the standard of the Indian university matriculation examination, but we do not consider that sufficient grounds Preliminary education.

exist for us to recommend that Government should undertake the additional expenditure involved in extending their free education to the extent which they desire, particularly as the qualifications to which they aspire are not necessary for the duties required or likely to be required of them.

Difference in training of assistant surgeons and sub-assistant surgeons.

66. Military assistant surgeons obtain their professional training at the three presidency medical colleges and attend the same classes and do the same work in the colleges and hospitals as pupils of the civil assistant surgeon class. Military sub-assistant surgeons, on the other hand, receive their professional training at medical schools, in which the technical teaching is not up to the standard of the medical colleges. For various reasons it has been found necessary to train the assistant surgeon and sub-assistant surgeon pupils in different institutions, even when they are in the same city or town.

It is doubtless desirable that lads of exceptional talent should be given opportunities for further study and advance in a medical career, and we suggest that any military sub-assistant surgeon who has obtained a membership diploma of the Bombay College of Surgeons and Physicians, or of a State Medical Faculty, shall be eligible for transfer to the military assistant surgeon branch.

Hostels.

67. Hostels are provided in certain of the medical schools. We are of opinion that they should be provided in all.

Change of designation.

68. Many witnesses have asked for a change in designation. Most of them wish to be called Assistant Surgeons. There are several reasons against this. They began with the name of Dresser; then they became Hospital Assistants; in 1910 they were called Sub-Assistant Surgeons, a title which, until 1874, had denoted the civil assistant surgeons of the present day. If Government do not see their way to granting Indian commissioned rank, as suggested below, we find it difficult to suggest a better designation than the present.

Indian commissioned rank to all sub-assistant surgeons.

69. The military sub-assistant surgeon asks to be given a commission as soon as he qualifies, and he is supported in this request by some of the senior Indian Medical Service officers who have given evidence before us.

At present about 10 per cent. of sub-assistant surgeons hold Indian commissions as jemadars and subadars, but such rank is not generally attained until after 20 years' service. We understand that the Government of India have under consideration a proposal to grant Indian commissions to this class at an earlier date. We do not think that, under existing conditions, a sub-assistant surgeon is fit to assume the military responsibilities associated with the rank of jemadar until he has had at least 5 years' service. We would recommend, however, that all sub-assistant surgeons should go through a full course of military training, when they first enter the service, at the proposed Indian Medical Corps Depot and School of Instruction. If this is done, we think that every sub-assistant surgeon might be given commissioned rank, as jemadar, on completing the course and passing an examination in the subjects in which he has been trained.

Physical training at medical schools.

70. It has been represented to us that military sub-assistant surgeons break down under the strain of field service more rapidly than any other branch of the Indian Army. This is ascribed largely to defects in physique. We therefore recommend that they be selected with greater regard to physical fitness, and that they be put through a regular system of physical training during their medical school career.

Study periods.

71. Military sub-assistant surgeons should be required to undergo study duty periods at regular intervals in post-graduate courses, and at the proposed depot and school.

Pay.

72. We consider that the military sub-assistant surgeon is now in receipt of a liberal wage when the facts that he has received a free medical education, and is in receipt of free rations, quarters, and clothing allowance, are taken into account.

Sub-charge allowance.

73. A frequent complaint is that many sub-assistant surgeons, by the change from the regimental to the station hospital system, have been deprived

of sub-charge allowances. When regimental hospitals existed there were usually two sub-assistant surgeons attached to each, the senior of whom drew sub-charge allowance. Under the new system, in Indian station hospitals, some of which have as many as 16 or more sub-assistant surgeons, only one of them gets this allowance.

The allowance for sub-medical charge of a regiment under the old system was Rs. 10 per mensem, and was, under normal conditions, rarely drawn by a sub-assistant surgeon with less than 15 years' service. To compensate for the loss of this allowance, the pay of all sub-assistant surgeons with more than 15 years' service has been raised by Rs. 15 per mensem. In addition, liberal allowances for the sub-charge of Indian station hospitals have been sanctioned. The lowest of these allowances is Rs. 15 per mensem and the highest Rs. 40, as compared with Rs. 5 and Rs. 20 for the sub-charge of the central stores and office of the Senior Medical Officer, Indian Medical Service, under the old system. In these circumstances we do not consider that any case exists for an increase of allowances.\*

74. We have received many complaints that officers of this class have been exposed to frequent—sometimes technically “temporary”—transfers involving them in either separation from their families or excessive expense in taking their families with them. We should like to bring this to the notice of Government as being a serious and, we are disposed to think, often justified cause of discontent.

Expenses connected with transfers from one station to another.

75. The allowances, admissible under Army Regulations, India, volume I, paragraph 907 (foot-note), to sub-assistant surgeons while travelling on duty are, in our opinion, inadequate. Sub-assistant surgeons are required to travel on duty, *e.g.*, in medical charge of troops and invalids, much more frequently than Indian officers and men of combatant units. We understand that many sub-assistant surgeons have been put to very considerable financial loss through the performance of frequent journeys with inadequate allowances. We recommend that the allowances be so increased as to prevent such loss.

Allowances while travelling on duty.

76. We understand that the question of the revision of the rates of pension and family pension admissible to military sub-assistant surgeons was deferred for consideration after the war. We recommend that these matters be taken up as early as possible. We should like to see some form of provident fund introduced. Many of the witnesses examined expressed their willingness to contribute to such a fund if constituted.

Pensions.

### C.—Civil Assistant Surgeons.

77. The evidence we have recorded brings out the fact that the civil assistant surgeon lays claim not only to the superior civil appointments now open to the military assistant surgeon, but to a larger proportion of those held in each province by members of the Indian Medical Service. He asserts that his class is, as shown in the recent war, perfectly able to take the place of the Indian Medical Service officer and of the military assistant surgeon as a war reserve. It is unnecessary for us to give in detail the reasons why we are unable to accept this contention.

Claims to superior appointments.

Previously to the war assistant surgeons held only a small number, calculated on a percentage prescribed by the Government of India, of the superior district appointments. It is doubtful if any administration would endorse a suggestion made to us to throw open the superior appointments now held by civil assistant surgeons to competitive examination; but we think that selection for superior appointments should take place earlier in their service, perhaps at the fourteenth year, subject to a period of probation for those who have not been tried already in officiating appointments. At present few obtain such promotion before twenty years' service, and the average is considerably above this period.

78. We will now refer to the more important of the disabilities under which civil assistant surgeons allege that they labour. Most of these are

Alleged disabilities.

common to all the provinces. They complain that facilities for independent work are wanting; that civil surgeons are inclined to monopolise the more important surgical operations; that they obtain no study leave or post-graduate courses. They contend that the latter should be substituted for the septennial examinations. Exception was taken in Bombay to the reservation of the resident medical officer appointments for military assistant surgeons. Other demands are in connection with the conditions of service; for pensions to be given at 25 years' service, or 20 years on medical certificate; abolition of the designation of assistant surgeon, as suggested by the Public Services Commission; eligibility for professorial appointments in Government colleges; greater recognition on ceremonial occasions; and lastly and most important, an increase of pay.

Remedies proposed.

79. We proceed to suggest remedies where these seem essential.

We understand that in some provinces civil assistant surgeons are being substituted for sub-assistant surgeons in charge of dispensaries in growing towns, and it would seem advantageous for provincial governments to assist district boards and municipalities to do this more extensively. A considerable number of independent charges are held by graduates who have therein an opportunity for advancing their reputation. We consider that self-reliance and a sense of responsibility might be still further developed in this class, by using them more than at present to supervise the work carried on in rural dispensaries by sub-assistant surgeons, and by giving them a definite place in the sanitary work of the sub-district or tahsil in which their charge lies.

We consider that they should be required to undergo study periods at regular intervals during their service, and that an examination should be held after each course to test the extent to which they have profited by it.

Unless Government makes a radical change in the nomenclature of the minor medical services, we would make no change in the designation of this class.

As regards the claim to professorial appointments in Government colleges, we understand that some such appointments have already been thrown open alike to the assistant surgeon class and to the independent medical profession. In paragraph 53 of our report we have suggested the policy which should be adopted in making these appointments.

There can be no doubt that the pay of the civil assistant surgeon is inadequate and that an increase for all grades is overdue. We would indeed go further than the recommendation made by the Public Services Commission to the effect that the future pay of the service should be for all provinces, except Burma, Rs. 150 rising by triennial increments to Rs. 400, and propose that the minimum pay of this class should be Rs. 200 per mensem. This rate we consider would not be in any way excessive when the qualifications which should be required of the civil assistant surgeon are taken into consideration. We have been informed that in some provinces, owing to the present low rates of pay, Government is now not obtaining, as it should, the best men of this class.

There is a very laudable desire expressed for some kind of military training, which however most of the witnesses considered should be restricted to the earlier years of service. It would be impossible to give all civil assistant surgeons a prolonged training such as has been suggested by some witnesses, but we consider that, from both a military and a civil point of view, it would be of great advantage if a limited number were given periods of training at the proposed Indian Medical Corps Depot and School of Instruction.

#### *D.—Civil Sub-Assistant Surgeons.*

Status and qualifications.

80. Civil sub-assistant surgeons, on account of their numbers and the nature of their duties, form an important part of the medical organization of the country, and many of them have represented to us that their status should be improved so as to approximate to that of the civil assistant surgeon. But this request seems to us unreasonable. The qualifications required of the two classes are widely different, and the cost of raising the status of the sub-



assistant surgeon to the extent proposed would be prohibitive. We may look forward to a time when the Government will only employ on medical duties those who have obtained a complete medical education, but for some years to come the sub-assistant surgeon class, as at present constituted, will pay an indispensable part in the medical organization of India.

81. The pay of the civil sub-assistant surgeon varies in the different provinces and is now much lower than that of the military sub-assistant surgeon. The Bombay Government has adopted the time scale already in force in Madras, and we are of opinion that, considering (a) the enhanced cost of living throughout India, (b) the nature and responsibilities of the duties that devolve upon them, and (c) the temptations in connection with medico-legal work, especially to junior men, the example set by these two governments should be generally followed. Pay.

82. We have considered the wish expressed generally by civil sub-assistant surgeons for the abolition of their present designation. We do not consider that their claim to be called Assistant Surgeons is justified, and we would not advise that the existing designation, denoting rank, as it does, should be abolished, unless this is also done in the case of the civil assistant surgeon. Designation.

83. We are of opinion that the sub-assistant surgeon should have a more complete medical education, and a sufficiently good general education to enable him to obtain the fullest benefit from the instruction given to him. The matriculation examination standard is now very generally demanded from civil students entering a medical school, and we consider that this practice should become universal, and also that a minimum and uniform standard of medical education for this class should be adopted in all provinces. Standard of education.

84. Although it has been suggested to us that all civil sub-assistant surgeons should be required to undergo military training before admission to the provincial services, it is doubtful whether such a radical change could be made applicable to the whole of India, or indeed whether it is really necessary. We have, however, to ensure that a sufficient number of sub-assistant surgeons can be made available as a war reserve for service, not only in India but also overseas. In the United Provinces it was considered that it would only be necessary to extend the period of liability to remain in Government service to 10 years, and to increase the penalty in case of default to Rs. 1,000. We cannot think of a better solution of this difficult problem. We have received a suggestion that every civil sub-assistant surgeon should be required to sign an agreement binding him to serve wherever he may be required, on either civil or military duty, as a condition of service under the civil government. We strongly recommend that, if possible, effect may be given to this suggestion; for it is obvious from the experience of the recent war, during which the most liberal inducements completely failed to provide an adequate number of volunteers, that it will be necessary to take steps to ensure for the army a sufficient reserve of sub-assistant surgeons when they are required in the future. We recommend, also, that those civil sub-assistant surgeons who are called up for military service should be given three months training in the proposed Indian Medical Corps Depot and School, at the end of which they should be given the temporary rank of jemadar and supplied with uniform. The war reserve of sub-assistant surgeons in civil employment.

85. It is, if anything, more necessary for the sub-assistant surgeon than for the assistant surgeon to have compulsory courses of post-graduate instruction, and these should be arranged for him at regular intervals. Post-graduate courses for sub-assistant surgeons.

We are also of opinion that arrangements should be made to bring into district headquarters, as frequently as possible, for periods of training there, all sub-assistant surgeons in charge of rural dispensaries.

## CHAPTER VI.

### MEDICAL STORE DEPARTMENT.

86. In view of the many complex and intricate problems involved in considering any re-organization of the Medical Store Department, and also in The question of re-organiza-

tion referred  
to a sub-com-  
mittee.

view of the short time at our disposal, we considered it desirable to refer the whole question to a sub-committee, consisting of Lieutenant-Colonel Shairp and Lieutenant-Colonel H. Ross, Assistant Director-General, Indian Medical Service (Stores), who was co-opted for this purpose.

The sub-committee went most carefully into all the questions affecting the Medical Store Department and, although they are unable, for want of time, to visit the Medical Store Depot at Rangoon, they inspected all the depots in India.

Report of the  
sub-com-  
mittee.

87. We attach, as annexure IX the full and valuable report which they have submitted, and with which those of us who belong to the medical services are in general agreement. The President, Mr. Hignell and Major Cramer-Roberts feel that they have been unable, from lack of time and technical knowledge, to give this subject as much attention as would entitle them to express an opinion. We desire to invite particular attention to the following points.

The necessity  
for improved  
accommoda-  
tion.

88. Having seen for ourselves the depots at Madras and Bombay, we are convinced of the necessity for the early provision of improved accommodation at both places, and in view of the description of the Lahore depot, which the committee as a whole were unable to visit, we consider that a scheme for rebuilding it, and for providing improved accommodation there also, should be taken in hand as early as practicable. More particularly is this extension and improvement of accommodation necessary in the case of the laboratories at the Madras and Bombay depots, if the development of manufacture and the pioneering of industries in connection with preparations from indigenous products is to be extended.

Closing of the  
laboratory at  
Lahore.

89. We concur in the recommendations as to the closing of the laboratory at Lahore and the transfer of such machinery as can be more usefully employed at one of the larger depots. We also agree that the services of the chemist now at Lahore should be utilised elsewhere.

Status and  
emoluments  
of medical  
storekeepers.

90. We are convinced that a considerable improvement in the terms of employment of medical storekeepers, and the establishments in medical store depots is urgently required. The work is arduous and by no means congenial to the professional man, and we consider it most necessary that there should be adequate provision for purposes of leave and for the due performance of the administrative and supervisory duties. We, therefore, strongly support the recommendations of the sub-committee for an increase of cadre and for the retention of the posts of deputy medical storekeeper which were instituted as a war measure. We are not, however, in agreement with the sub-committee in regard to the scales of pay and allowances which they recommend for the medical storekeepers. We consider that, instead of the intricate system of various allowances which they propose, it would be preferable to institute, if possible, a scale of consolidated pay based upon the importance of the work carried out at each of the depots. We therefore recommend that the medical storekeepers at Madras and Bombay should be graded for purposes of pay as Assistant Directors of Medical Services holding administrative appointments, and draw the consolidated rate of pay which, it is understood, has been recommended for this administrative grade. At Calcutta and Lahore, where the work is of a less arduous nature, we consider that it would be sufficient if the Medical Storekeepers were graded, for purposes of pay, as Assistant Directors of Medical Services at Army Headquarters. We realise that, at the present time, in view of the junior rank of the officers who must shortly succeed to these appointments, the rates of pay may appear unduly high, but we would not let this stand in the way of our recommendations.

Designation of  
medical Store-  
keeper.

91. We support the recommendation that the designation of Medical Storekeeper should be changed to that of Officer-in-charge, Medical Store Depot.

Establish-  
ments.

92. At all the depots which we visited the deficiency in trained and adequate establishment was brought forcibly to our notice. We, therefore, strongly support the recommendation that this question should now be fully examined, and that the scale of establishment should be raised, and a better

class of men entertained. In no class is the deficiency of adequate establishment more marked than in that of compounders, and we would strongly recommend that these men to whom is entrusted the issue of many poisonous drugs, should be required to undergo a specific examination. We consider that this examination should be in the nature of a standard prescribed by Government and should not be left to the discretion of the medical storekeeper concerned. Compounders should be recruited from among men who have passed this test, or, should there be an exceptionally intelligent employee in a depot, he might be allowed to undergo training and pass the examination at the proposed Indian Medical Corps Depot and School. We have been informed that a serious accident occurred recently at one of the depots owing to the deficient education of a so-called compounder, and it is most desirable that the possibility of such occurrences should be removed.

93. We consider that the number of emergent indents appears to be far in excess of what is necessary, and we concur in the opinion of the sub-committee that administrative medical officers should exercise greater control over such indents and their submission.

Emergent  
indents.

94. We support the policy recommended by the sub-committee for the supply of drugs, etc., to medical institutions in this country.

Institutions to  
be supplied by  
the depots.

95. We are convinced of the desirability of some form of protection as regards the quality of drugs offered for sale in the open market. We recommend that the consideration of the feasibility of such a measure should be taken up as soon as possible, though we recognise the difficulties inherent in the introduction of legislation of this nature.

Measures to  
prevent the  
adulteration  
of drugs.

96. We are of opinion that, if our proposals, given elsewhere in this report, with regard to the improvement of the position of military assistant surgeons are accepted, the number of officers of this class employed in medical store depots could be considerably reduced. It will be a waste of technical education and the high qualifications with which we now propose that the assistant surgeon should be invested to employ him in a subordinate position where these qualifications are of comparatively little value. We suggest, therefore, that the appointments now held by military assistant surgeons should be filled from the more intelligent men of the depot establishment, and that a suitable grading and scale of pay should be devised for them and submitted to Government by the Director-General, Indian Medical Service. We recognise, however, that it may be necessary in an exceptional case, such as that of the Rangoon depot, which is a collateral charge, to retain the services of a military assistant-surgeon for the purpose of supervision.

Employment  
of military  
assistant  
surgeons in  
medical store  
depots.

97. We consider it very necessary that research and pharmaceutical chemists should be employed in certain of the depots. Much valuable work of the nature which these chemists would do has, in the past, been performed by some of the military assistant surgeons now employed. The reduction, as suggested in the previous paragraph, the number of assistant surgeons employed in these depots would increase the necessity for employing chemists, although we consider that this necessity would not be obviated by their retention.

Employment  
of research  
and pharma-  
ceutical  
chemists.

98. We strongly support the recommendation for the standardization of the forms in use in medical store depots and for the revision of the equipment list. It is most desirable that the latter should always be kept up to date.

Equipment list  
and forms in  
use in depots.

99. The sub-committee has recommended that certain work, such as the pricing of the home indents, should be thrown upon the office of the Director-General, Indian Medical Service. If these proposals are accepted, the staff in the office of the Director-General should be increased. We are of opinion that the senior officer dealing with questions regarding medical stores, in this office, should be graded as a Deputy Director-General, Indian Medical Service, and that he should be assisted by an officer graded as Assistant Director-General, together with a suitable staff of clerks. These appointments should be open to the cadre of the Medical Store Department, which should be increased permanently, or temporarily, to the extent necessary.

Increase in the  
staff of the  
office of the  
Director-  
General,  
Indian Medical  
Service.

Verification of stocks.

100. We regret that we are unable to support in their entirety the views of the sub-committee with regard to the verification of stocks. We consider that a reduction in this verification to the extent apparently contemplated by the sub-committee might possibly prove disastrous. We, therefore, recommend that the complete verification of all stocks held in medical store depots should be undertaken at least once in every three years.

System of accounting.

101. We are convinced of the necessity for a change in the system of accounting at present in force in medical store depots, and we consider that that recommended by the sub-committee should be adopted, at any rate as an experimental measure.

The future control of the department.

102. We have not as yet touched upon the question of the future control of the Medical Store Department in the event of our proposals for an Indian Medical Corps being accepted. The large civil obligations of the department seem to make it impossible to place it under the Commander-in-Chief. On the whole, we are inclined to recommend that the Medical Store Department should be placed under that Department of the Government of India which will in future control the civil medical service.

## CHAPTER VII.

### MISCELLANEOUS.

#### *A.—Sanitary and Bacteriological Departments.*

Co-operation between research and clinical medicine.

103. We have had a considerable amount of information connected with the administration and working of the Sanitary and Bacteriological Departments placed at our disposal, but we are chiefly indebted to the report of the conference of sanitary and bacteriological experts held at Delhi, in December last.

We are unanimously of opinion that to obtain the best results there must be closer co-operation between medical research and applied preventive and curative medicine.

Health boards.

104. We would recommend the formation of one Imperial Health Board, with the head of the Indian civil medical service as its president, and provincial health boards with the administrative heads of the provincial medical services occupying a similar position.

If, as we consider most necessary, a directorship of medical research is created, then this director and the Sanitary Commissioner with the Government of India would be the more important members of the central board, with the Deputy Director-General, Indian Medical Service, as secretary. In the provinces the members would advantageously and conveniently be the Sanitary Commissioner, the Inspector-General of Prisons, a representative of the Medical Council of Registration, either a representative of medical research or one of the professors of the local medical college, and the provincial Sanitary Engineer. Each board would have the power to co-opt members for long or short periods as required.

Expansion of the departments.

105. The Secretary of State has emphasized the necessity for a more liberal provision of public health institutes and research laboratories. We would endorse all that has been said in this connection, and add that our inquiries have shown us how great the future expansion of the bacteriological and sanitary services generally must be, if there is to be an adequate expansion of sanitary work in India.

Officers for sanitary work.

106. There is great need for more officers of the type of the Indian Medical Service officer, who must, we consider, be highly trained in public health and tropical medicine, and must also be men accustomed to control others. We would not, however, confine these appointments to the Indian Medical Service, but offer inducements to attract the best men trained in the United Kingdom or in India, whether European or Indian. At present good men are often deterred from preparing themselves for a career in public health owing to the poor prospects which such a career now offers. It is not

only in the matter of pay but also in the conditions of service that there is discontent amongst men serving in provincial sanitary appointments; they find service under municipal bodies unsatisfactory, and clamour for the establishment of a properly graded service, which would give them a better official status and would also offer within it prospects of promotion and a certain pension, as well as providing them with a professional head to whom they could look to safeguard their interests.

107. We desire to emphasize the necessity for closer co-operation between the administrative heads of the medical services of provinces and sanitary commissioners. There is, we consider, a tendency for these officers to work independently. Co-operation in the provinces.

We consider that the two services should be controlled by the same department of government.

#### *B.—Alienist Department.*

108. As far as the history of the administration and management of lunatic asylums in India goes we may confine ourselves to the consideration of three important decisions of the Secretary of State and the Government of India. These decisions were: (a) to maintain one central asylum in each of the five large provinces, (b) to substitute whole-time for part-time superintendents in these central asylums, and (c) to keep alienist appointments open to, but not to reserve them for, Indian Medical Service officers. History.

109. There are now 6 central asylums managed by whole-time officers of the Indian Medical Service, and 14 smaller asylums, the charge of which is held by civil surgeons in addition to their other duties. These asylums are controlled by local governments and inspected by the administrative medical heads of the provinces. Central and district asylums.

Considering the great strides made in the treatment and care of persons suffering from mental diseases, we are of opinion that Government's decision in favour of central asylums in substitution of district asylums should be acted upon to a further degree, so as to permit of the majority of cases coming under the care of trained experts or specialists at as early a period in the course of the malady as possible.

110. We would adhere to the decision to keep asylum appointments open to others than Indian Medical Corps officers, but we would insist upon all who are selected having a practical training in the treatment and management of mental cases. The recruitment of alienists.

111. We are of opinion that no great advance is likely to be made in the administrative control of asylums until there is established a definite and properly organized department, with its own leave and study reserves. Formation of a department.

112. We are satisfied that more medical officers are required if the treatment of insanes is to be efficiently carried out; there should in our opinion be not less than two qualified alienists in each of the large asylums, besides assistants, and each provincial asylum should be in charge of a trained alienist. We would continue the employment of military assistant surgeons as assistants to the superintendents, but we suggest that an attempt should be made, by offering a more suitable salary, to induce the best men of this class and also Indian graduates to take up mental work. Medical officers and assistants.

113. We endorse the suggestion made in the course of our inquiries that, when a department is established and properly organized, superintendents of the central asylums would naturally become consultants to military hospitals, but we would add that such an arrangement would necessarily follow on the adoption of our scheme for a unified service. Superintendents of central asylums as military consultants.

#### *C.—Women's Medical Service in India.*

114. The early history of medical relief for Indian women by women doctors is associated with missionary enterprise, but in about 1873 government medical colleges and schools commenced to open their doors to women, who were taught in the same classes as male students. These Indian medical History.

women when qualified received a certificate or license similar to that given to sub-assistant surgeons. They were left to find employment for themselves, and most of them entered the service of local bodies for work in the women's departments of general hospitals or dispensaries. They did not belong to any organized service.

The Dufferin  
Fund.

115. At the instance of the Countess of Dufferin a fund was established in 1885, mainly with the object of bringing out medical women from England for employment in local fund hospitals. The pay of these posts was, however, small and owing to this, and to the absence of pension and official status, the appointments offered failed to attract women of ability in the numbers required.

In 1909 an appeal for assistance was made to the Government of India, and eventually, in 1913, an annual grant-in-aid was given to the National Association for Supplying Female Aid to the Women of India, to enable it to constitute a women's medical service to be under its sole administration and control.

We are of opinion that, as the new service was only constituted in 1914, it is too early to venture upon an opinion as to whether it is likely to develop along lines which will enable it to allow fully for the necessary future expansion of a superior women's service.

We understand, however, that the funds at the disposal of the association are insufficient to allow of a much needed increase in the cadre or to raise the pay of the different grades of the service, steps which alone will now induce suitable women to come out to India. We are therefore of opinion that, in the absence of a state service, this association should be placed in a position to meet these demands, and we strongly recommend its needs to the early consideration of Government.

Demand for  
more medical  
women of a  
lower grade.

116. The demand for qualified women of the sub-assistant surgeon class is rapidly growing, and we consider that the time has come for them to be more largely taught by persons of their own sex in their own medical schools and hospitals. These need not be State institutions but we recommend that they should receive financial assistance from Government and be regularly inspected.

Women  
serving under  
local bodies.

117. It has long been realised that the position of women doctors of the assistant-surgeon and sub-assistant grades is not satisfactory and we understand that the Dufferin Committee has under its consideration the creation of a service, affiliated to its superior service, which will include the former, whilst certain of the local governments are engaged on schemes for services for the latter.

Post-graduate  
courses of  
instruction.

118. The necessity for post-graduate training is, in our opinion, even greater for women doctors of these grades than for the ordinary assistant and sub-assistant surgeon, and we consider that efforts should be made to introduce classes for such training.

Women  
doctors as a  
reserve.

119. During the war the Women's Medical Service has undertaken the whole of the executive professional work in one of the special war hospitals at Bombay, while members of it have worked singly in other military hospitals; there would thus seem to be no reason why they should not be reckoned upon as a reserve to take the place of medical officers in the treatment of women in family hospitals, and in times of emergency, that of men in military hospitals in the general wards and casualty departments. Doubtless too, as they increase in number in rural districts, their services would be available for the care of women and children in the absence of European medical officers.

#### *D.—Nursing Services of the Army in India.*

Unsatisfac-  
tory state of  
nursing in  
military  
hospitals in  
India.

120. There is a considerable amount of evidence before the Committee showing that nursing in the army in India is far from satisfactory; that in British station hospitals it does not approximate in quality to the standard considered essential in the United Kingdom, whilst in Indian station hospitals scientific nursing is non-existent. The present day standards of nursing

and of efficiency and discipline demanded of nurses of all classes are on a much higher level than they were a generation ago.

121. Nursing duties in the military hospitals in India are performed by the following classes of personnel :— The present organization.

(a) In British station hospitals, by

- (1) the Queen Alexandra's Military Nursing Service for India (a short history of this service and its organization are given in annexure X);
  - (2) nursing orderlies drawn from the various British combatant units in the stations concerned, and trained to a certain extent by the nursing sisters and the medical officers in the hospitals; and
  - (3) Indian ward servants of the Army Hospital Corps.
- (b) In station family hospitals, by a matron, trained and holding a certificate in midwifery, assisted by a menial staff, under the supervision of a medical officer and military assistant surgeon.
- (c) In Indian station hospitals, by Indian ward orderlies, drawn from combatant units, and trained to a very limited extent by the medical officers and sub-assistant surgeons in the hospitals.

122. In the British station hospitals there are several factors which impede the progress of nursing; these are :— Defects in British station hospitals.

- (i) the conditions of service of the Queen Alexandra's Military Nursing Service for India,
- (ii) the employment of partially trained combatant soldiers, as nursing orderlies, and
- (iii) the employment of low caste Indians as ward attendants.

123. Since all the ladies of the Queen Alexandra's Military Nursing Service for India retain the same rank and standing as they had when they first joined, to probably their third term of service, there is not that chain of responsibility which is essential for good administration. Even the lady superintendent of a circle may hold at the same time the position of matron in a first class station hospital, and be occupied also in executive nursing duties. Consequently she has neither the time nor the position to exercise administrative and disciplinary functions over the remaining members of the service who are junior to herself. The chief disadvantages of continuous service in India have been the effects of the climate and life in this country upon the average nursing sister, and professional deterioration due to want of facilities for keeping in touch with modern knowledge and methods. Queen Alexandra's Military Nursing Service for India.

124. British soldiers are selected by their commanding officers from amongst the rank and file, for employment as nursing orderlies, and are sent to the various hospitals to be trained. This training must of necessity, from the short time available for the purpose and the frequent changes of personnel, be of a sketchy and perfunctory character. Furthermore, the nursing orderly is changed every 6 months, as a longer period of duty in a hospital is considered detrimental to his efficiency as a fighting soldier. They are taken away on mobilization, and for regimental training, at the will of their commanding officers. British nursing orderlies.

125. The employment of Indian ward servants on any form of nursing duty has always been a mistake. The men are of very low caste, and most venal and dirty in their habits. They are untrustworthy, and perform even the most menial of nursing duties in a very indifferent way. Ward servants.

126. In station family hospitals the whole of the nursing, as well as the conduct of uncomplicated cases of labour, is carried out by a matron, assisted by some menial female servants. The matron has, as a rule, no training in general nursing, and, though she may be an efficient midwife, she cannot have that knowledge of ordinary sick nursing which is essential for the proper attendance on the various classes of cases that find admission to the hospitals. Station family hospitals.

Indian station hospitals.

127. In Indian station hospitals the present arrangement is that a certain number of sepoys (8 per 100 beds) are attached to these hospitals as ward orderlies. The men chosen are as a rule those who have failed in some way as soldiers. This is radically wrong. It is hoped that the Indian Medical Corps of the future will contain a nursing section, the members of which will be properly trained. But to ensure this, nursing sisters are required in Indian station hospitals.

In annexure XI will be found specific and detailed recommendations made by the expert members of the Committee in connection with the whole question of nursing in military hospitals in India.

## CHAPTER VIII.

### SUMMARY OF RECOMMENDATIONS.

128. THE changes which we have recommended are as follows:—

#### *General recommendations.*

(1) The formation of an Indian Medical Corps which shall take the place of the Indian Medical Service and, in addition, do the work now done by the Royal Army Medical Corps in India. It should also recruit for, and include the higher civil medical service of the country (paragraphs 37—48).

(2) It should have an ordinary war reserve of officers lent to civil administrations for five years or less (paragraph 40), and a special reserve of officers belonging to its civil branch who should only be recalled to military duty on occasions of grave national emergency, and not even then if holding certain residuary appointments (paragraphs 47—48).

(3) It should include transfers from the Army Medical Service and the Royal Army Medical Corps (paragraph 44).

(4) The military side of the corps should have its own depôt and school of instruction (paragraph 45).

(5) Junior officers should, shortly after their first arrival in India, be attached to a large civil hospital or school of tropical medicine for practical instruction in tropical diseases (paragraph 46).

(6) The special reserve should be partly recruited from civil assistant surgeons and independent medical practitioners (paragraph 47).

(7) The governments of the various provinces should supplement their contingents of officers from the Indian Medical Corps with exclusively civil medical officers whom they will themselves appoint (paragraph 49).

(8) Special arrangements should be made by Government to secure European medical attendance for European officers and non-officials, when required (paragraph 50).

(9) A system of optional retirement on gratuity should be adopted in order to secure a sufficiency of candidates for the new corps (paragraph 51).

(10) Admission to the corps should be through the portal of a single examination held in England twice a year. Selected Indian students from the five Indian universities should be assisted by scholarships to compete in this examination (paragraph 52).

(11) Immediate admission, however, must be by transfer and nomination (paragraphs 43, 44 and 52).

(12) Special opportunities should be provided for work in research and scientific medicine. Certain posts in the sanitary and other departments should be reserved to officers of the new corps (paragraph 53).

(13) There is only one possible alternative scheme, which we indicate but regard as decidedly inferior to the scheme which we recommend (paragraph 54).

#### *Improvements in the officer grade.*

(14) Salaries should be increased. More liberal provision should be made for leave. Full pension should be admissible at an earlier date. The



position of civil administrative medical officers should be improved. Better buildings should be provided for Indian station hospitals (paragraph 58).

(15) The number of officers of the corps required for duty in peace time should be calculated at 3 per mille of the total strength of the army in India. A leave and casualty reserve of 25 per cent and a study reserve of 4 per cent of the officers required for duty should be provided (annexure VIII, paragraph 2).

(16) Promotion should be on the same system as promotion in the Royal Army Medical Corps, including selection for promotion to the rank of lieutenant-colonel to fill a fixed establishment. Every officer should, between his seventh and tenth years of service, undergo a post-graduate course at the Royal Army Medical College. All officers should on attaining the rank of lieutenant-colonel make their choice between the careers of (a) military administration, (b) professional employment as consultants, and (c) permanent civil employment. No officer should be eligible for transfer from civil to military, or military to civil employment after promotion to the rank of lieutenant-colonel (annexure VIII, paragraph 9).

(17) The head of the military side of the new corps should be an officer of the corps. A board should be established for the selection of officers for promotion (annexure VIII, paragraph 15).

#### *Improvements in the minor and provincial services.*

##### A. Military Assistant Surgeons.

(18) The standard of education should be raised so as to admit of their obtaining a registrable qualification. They should be employed only on professional duties (paragraph 60).

(19) Those who obtain a qualification registrable in the United Kingdom should be allowed to proceed to England and compete for admission to the commissioned ranks of the Indian Medical Corps. Their pay and pension should be raised in consequence of the previous recommendations (paragraph 61).

##### B. Military Sub-Assistant Surgeons.

(20) Their standard of general education should be raised (paragraph 65).

(21) Sub-assistant surgeons who obtain certain diplomas should be eligible for transfer to the military assistant surgeon branch (paragraph 66).

(22) Hostels should be provided in all medical schools (paragraph 67).

(23) Sub-assistant surgeons should, on first joining the corps, undergo a full course of training at the Indian Medical Corps Depôt and School (paragraph 69).

(24) They should be put through systematic physical training at the medical schools (paragraph 70).

(25) Post-graduate instruction should be provided (paragraph 71).

(26) Allowances while travelling on duty should be increased (paragraph 75).

(27) The question of increasing their pensions and family pensions should be considered, and a provident fund introduced (paragraph 76).

##### C. Civil Assistant Surgeons.

(28) Selection for superior appointments should take place earlier than at present (paragraph 77).

(29) They should undergo regular study periods. Their pay should be raised. A limited number should be trained for the special reserve, at the Indian Medical Corps Depôt and School of Instruction (paragraph 79).

#### D. Civil Sub-Assistant Surgeons.

(30) The time scale of pay should be adopted generally (paragraph 81).

(31) The standard of preliminary education should be raised, and a minimum and uniform standard of medical education for this class should be adopted in all provinces (paragraph 83).

(32) They should all be required to sign an agreement to serve wherever they may be required, on civil or military duty. When called up for military service they should be given 3 months training at the Indian Medical Corps Depôt and School (paragraph 84).

(33) They should undergo courses of post-graduate training (paragraph 85).

#### *Medical Store Department.*

(34) Improved accommodation should be provided for the depôts at Madras, Bombay and Lahore (paragraph 88).

(35) The laboratory at the Lahore Depôt should be closed (paragraph 89).

(36) The cadre of medical storekeepers should be increased, and the pay of these appointments raised (paragraph 90).

(37) Medical storekeepers should in future be known as Officers-in-charge, Medical Store Depôts (paragraph 91).

(38) The scales of subordinate establishment should be raised and a better class of men entertained (paragraph 92).

(39) Compounders should be required to undergo a prescribed examination (paragraph 92).

(40) Greater control should be exercised by administrative medical officers over the submission of emergent indents (paragraph 93).

(41) The question of the introduction of measures to prevent the adulteration of drugs should be considered at an early date (paragraph 95).

(42) The number of military assistant surgeons employed in the depôts should be reduced (paragraph 96).

(43) Research and pharmaceutical chemists should be employed in certain depôts (paragraph 97).

(44) The forms in use in depôts should be standardized, and the equipment list revised and kept up to date (paragraph 98).

(45) The staff of the office of the Director-General, Indian Medical Service, should, under certain conditions, be increased. There should be a Deputy Director-General, Indian Medical Service, and an Assistant Director-General, Indian Medical Service, to deal with questions regarding medical stores. These appointments should be open to the cadre of the Medical Store Department (paragraph 99).

(46) Stocks should be verified at least once in every three years (paragraph 100).

(47) The system of accounting should be changed (paragraph 101).

#### *Sanitary and Bacteriological Departments.*

(48) Imperial and provincial health boards should be formed (paragraph 104).

(49) Both the departments should be expanded (paragraph 105).

(50) The staff of officers in the Sanitary Department should be increased and inducements should be offered which would be likely to attract the best men (paragraph 106).

(51) Greater co-operation is required between the administrative heads of provincial medical services and sanitary commissioners (paragraph 107).

*Alienist Department.*

(52) Central asylums should be still further substituted for smaller asylums (paragraph 109).

(53) The department should be properly organized with its own leave and study reserves (paragraph 111).

(54) The cadre should be increased. Greater inducements should be offered to military assistant surgeons and Indian graduates to take up mental work (paragraph 112).

(55) Superintendents of central asylums should become consultants to military hospitals (paragraph 113).

*Women's Medical Service in India.*

(56) The National Association for Supplying Female Aid to the Women of India should be placed in a position to enable it to augment its cadre and increase the pay of the medical women employed by it (paragraph 115).

(57) Women students of the sub-assistant surgeon class should be taught by women doctors in female medical schools and hospitals. These institutions should be assisted financially by Government, and regularly inspected (paragraph 116).

(58) Women doctors of the assistant and sub-assistant surgeon class should receive post-graduate instruction (paragraph 118).

*Indian Medical Corps and Nursing Services of the Army in India.*

(59) Proposals for the organization of the Indian Medical Corps, and the future organization of the nursing services for the army in India are contained in annexures VIII and XI, respectively.

(Signed) H. V. LOVETT,  
*President.*

G. CREE, *Major-General.*

P. HEHIR, *Major-General.*

H. HENDLEY, *Major-General.*

GERALD G. GIFFARD, *Maj.-Genl.*

S. R. HIGNELL.

A. SHAIRP, *Lieut.-Colonel.*

M. T. CRAMER-ROBERTS, *Major.*

A. A. McNEIGHT, *Major,*  
*Secretary.*

DATED, SIMLA, THE 22ND APRIL, 1919.

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## ANNEXURE I.

## SHORT HISTORY OF THE ROYAL ARMY MEDICAL CORPS.

BEFORE the year 1872, the medical services of the British Army were entirely constituted on a regimental basis, that is, every regiment had its quota of medical officers, generally three per battalion, its own hospital, and nursing orderlies drawn from the regiment itself. The senior of the medical officers in a battalion did not command the regimental hospital, nor were the medical officers responsible for the equipment or dieting, the command being vested in the officer commanding the battalion and the supplies in the quartermaster. There were also no female nurses beyond a few soldiers' wives who were occasionally employed.

After the failure of the medical services in the Crimea the matter was taken up in Parliament, and a Commission of inquiry was appointed in 1859, under the Presidency of Lord Herbert of Lea. This Commission recommended many changes, including the abolition of the regimental system, the institution of station hospitals, the formation of a hospital corps, and the introduction of nursing sisters in military hospitals. Nothing very much was done till the year 1872, owing to the opposition of the combatant officers and a disinclination on the part of many regimental medical officers to cut themselves adrift from their regiments.

In 1872, a unified medical service was introduced and called the Army Medical Department, and all medical officers in the army, with the exception of those in the Guards, both foot and horse, were placed on one list for promotion, appointment, etc. Station hospitals were introduced, and a corps to undertake the nursing, clerical and other subordinate work was instituted and called the Army Hospital Corps. This corps was officered and commanded, not by medical officers, but by special officers called Lieutenants, Captains and Majors of Orderlies, who were also responsible for the supplies of its hospitals as well as the discipline of the other ranks of the Army Hospital Corps.

From this date the unpopularity of the Army Medical Department commenced to make itself apparent. The loss of social status resultant on being taken away from regiments, and the fact that medical officers were no longer anybody's children, the lack of substantive rank, the indifferent pay and prospects, the want of proper recognition by the combatant officers, and the divided administration of the hospitals, all had their effect, with the consequence that in a few years it was found most difficult to obtain candidates for commissions. The medical schools, especially those of London, all set their faces against the Army Medical Service, and the War Office were obliged to "scrape the pot" to get any candidates at all. This culminated, in 1887 to 1889, in the service being entirely closed, no candidates at all being obtainable. The British Medical Association had interested itself in the question for some time and were able now to insist on some amelioration of the conditions in the Army Medical Department. These resulted in the granting of compound titles to the officers: Surgeon-Captain, Surgeon-Major, etc., the change of the designation of the service to Medical Staff and Medical Staff Corps, with complete command of the latter, and also of the station hospitals, by officers of the Medical Staff. This was followed by a substantial increase of pay and better prospects of promotion and pension. However, the Army Medical Department had been so thoroughly discredited in the medical schools that even with these concessions it was found difficult to obtain candidates of a good stamp for commissions. The Indian Medical Service and Royal Navy invariably had the first choice. The British Medical Association and the medical schools still continued their campaign with the War Office, fighting a difficult battle against much prejudice and vested interest, till the time of the South African war, when one medical corps for the army was formed, giving the officers military titles and complete and absolute command of the other ranks of the corps, and a further increase of pay and a betterment of prospects. The corps was called the Army Medical Corps,

and shortly afterwards the title of "Royal" was conferred by the late Queen Victoria.

From now commenced an era of increasing prosperity for the Royal Army Medical Corps, its rehabilitation in the eyes of the medical schools and its gradual appreciation by the rest of the army. Co-incident with these was the institution of a far better system of training for the officers after joining, and of examination before promotion, which ensured at least that each officer had devoted a portion of his time to learning his trade and keeping himself abreast of modern methods. The introduction of specialists in all branches of medical science, after a long post-graduate course and examination, opened an avenue of attraction to men who were desirous of devoting themselves to particular branches of medicine, with the happiest results. All this was made possible by the building of the Royal Army Medical College at Millbank, with its close connection with the great London hospitals and medical schools. The attractions of the Royal Army Medical Corps now became established, and instead of, as formerly, it being difficult to obtain the right sort of candidate, competition became strong, and the pick of the medical schools presented themselves for the entrance examinations. This was influenced to a certain extent by the increasing unpopularity of the Indian Medical Service and also that of the medical service of the Royal Navy, but the fact remained that the Royal Army Medical Corps offered an attractive career to the young man who desired an adventurous life, as well as to those who wished to devote themselves to research but had not sufficient means to support themselves while doing so. The final step in popularising the corps was the grant, in 1918, of the ranks of major-general and lieutenant-general instead of the old title of surgeon-general.

Previous to the institution of the Royal Army Medical College at Millbank, in about 1902, all successful candidates were sent to the Royal Victoria Hospital, Netley, for courses of instruction in military medical affairs. From its isolated position, and disconnection with the centres of medical education, as well as from its lack of clinical material, this institution was considered obsolete, and with the reconstruction of the Royal Army Medical Corps the College at Millbank was built. This college houses all the research departments of the Royal Army Medical Corps, and instruction on these subjects is carried out there, but clinical work is done at the Queen Alexandra Hospital, Millbank, which is the military hospital for the whole London Command, and at the special Military Venereal Hospital, Rochester Row, as well as the great London general hospitals.

The instruction is carried out by a combination of special officers of the Royal Army Medical Corps and professors chosen from the teaching bodies of London. The examinations at the completion of the courses are also conducted by the same combination of examiners.

The social point of view is not lost sight of, as the Royal Army Medical Corps London Mess is situated there, and all bachelor officers going through the classes live in the college.

There are two special points connected with admission to the Royal Army Medical Corps which are worthy of note: (1) that each candidate signs a declaration that he is of unmixed European parentage, and (2) that he has to appear at a personal interview with the Director-General, Army Medical Service, before he is allowed to compete. The competitive examinations for the Royal Army Medical Corps and Indian Medical Service differ entirely in their character and are not comparable.

After successful competition all young officers proceed to the Royal Army Medical College, Millbank, where they undergo a course of study in special military medical subjects, which lasts for two months. At the completion of this they are examined in those subjects. They are then sent to the depot of the Royal Army Medical Corps, where they undergo a course in military subjects, drill, equitation, field work, etc. This lasts for three months, and on its completion they are again examined in those subjects.

The combined marks obtained at the entrance examination, at Millbank, and at the depot, determine their final position in their batch.

Between the seventh and tenth years of their service all Royal Army Medical Corps officers proceed to Millbank for a post-graduate course. This course lasts altogether for nine months, and is divided into three periods of three months each. At the completion of these periods examinations are held and it is possible for an officer, by the results of these examinations, to accelerate his promotion by from six to eighteen months, as well as to qualify for a specialist appointment. The examinations are conducted by a mixed board of examiners as above. Officers who fail at this examination are re-examined after six months, but do not attend any further course at Millbank. If they fail a second time they are retired with a bonus.

The functions of the Royal Army Medical College, as will be seen, are educational, disciplinary and social, in addition to which it is also the centre for the great work of research that is always in progress there.

## ANNEXURE II.

### NOTE ON THE INTRODUCTION OF THE STATION HOSPITAL SYSTEM FOR INDIAN TROOPS.

FROM time to time it had been proposed to introduce into the Indian Army the station hospital system, which had proved so satisfactory in the case of British troops. In 1880, sanction was actually accorded to the establishment in each station of a combined hospital for the treatment of all the sick of the Indian garrison. Effect was, however, never given to this sanction. The question came up again for consideration in 1883, but was negatived on account of the expense that was anticipated. The Secretary of State next suggested, in 1886, the possibility of effecting a reduction in the cadre of the Indian Medical Service if station hospitals were introduced. His query was met by the answer that there was no prospect of the system being adopted owing to its alleged unpopularity with officers and men. It is interesting to record that on the next occasion when the question was mooted, in 1890, its reconsideration was due to a suggestion made to the effect that the adoption of the station hospital system would allow of an interchange of Indian Medical Service and Royal Army Medical Corps officers, and so permit of the freeing of Indian Medical Service officers for civil employ. The system was tried at Calcutta and Rawalpindi in 1891, and, although it failed to produce evidence on the point that gave rise to the experiment, it brought to light the very indifferent menial, nursing and clothing arrangements under the regimental system, and it conclusively showed that no reduction in officers or establishments would be possible. The introduction of the system was not favoured by Lord Roberts, who held the opinion that it was not suited to the Native Army.

Although, in 1900, a proposal to try the station hospital system in the late Hyderabad Contingent was submitted and accepted, and Lord Curzon's Government expressed the opinion to the Secretary of State "that the advantages that might be anticipated from the proposed system outweighed the arguments against its adoption," it was not until 1906 that any real progress was made. In that year, combined regimental hospitals for Indian troops were introduced. Under this system, which was a compromise designed to make good, as far as possible, the defects of the former system, but at the same time maintaining its essential features, the sick of all regiments in a station were treated in a central hospital, retaining their regimental customs and arrangements. Administration was placed under the senior of the regimental medical officers, but the disciplinary control over medical officers and subordinates remained, as before, in the hands of officers commanding regiments. This system resulted in anomalies, in that at times it was impossible to avoid all the medical officers doing duty at a station being very junior in rank while at other times all might be men of standing and experience. It

afforded no opportunity of ensuring that the most capable officers were selected for the higher and more responsible positions. It did not allow efficient co-ordination between the regimental hospitals constituting each combined hospital, nor was it economical in personnel and equipment, as each regimental hospital was still separately maintained.

In 1910, a committee, with the late Surgeon-General Sir C. P. Lukis as president, was appointed to examine the question anew. This committee presented a report which recommended the abolition of the system of regimental hospitals, the raising of an Indian Army Hospital Corps and of a Corps of Ward Orderlies to take the place of regimentally enlisted men, and the retention of the existing establishment of Indian Medical Service officers. After a careful examination of the proposals the Government of India decided that it was unable to accept them, for financial reasons.

The question of giving effect to the recommendation of the Lukis Committee was again raised in 1912, but no decision had been reached when war broke out in 1914, and the further consideration of the case was deferred.

As a result of the report of the Mesopotamia Commission, and at the instance of the Secretary of State, the question was once more considered. The Government of India proposed to introduce the station hospital system as recommended by the Lukis Committee, and, further, to carry out other suggestions made by it, for the dieting of the sick, the provision of clothing and bedding, and the equipment of the hospitals with such furniture, medical and surgical equipment, staff and buildings as modern requirements demanded. The Secretary of State approved of the proposals and the Government of India issued orders for the introduction of the new system with effect from the 1st December, 1918.

The changes effected by the introduction of the station hospital system may be briefly stated as follows:—

- (i) the abolition of regimental and followers' hospitals, and the substitution for them, in each station, of a single hospital, or sections of a single hospital, in which all the Indian sick of a garrison, both troops and followers, are treated;
- (ii) the hospitals are commanded and administered by Indian Medical Service officers;
- (iii) all junior officers, medical subordinates, and menials engaged in the care of the sick, instead of being under the control of regimental commanders, are under the orders of the officer commanding the hospital;
- (iv) the hospital establishment is recruited directly for the purpose, instead of being passed through regimental channels;
- (v) the sick in hospital are dieted by the State, in addition to the extras that were formerly provided, and they are given appropriate clothing and bedding;
- (vi) the effect on the Indian Medical Service officer is that, instead of his being one of the officers of a regiment, he is now an officer in what is becoming a "corps;"
- (vii) the general effect will be the more efficient treatment of the sick in a single hospital, better staffed and equipped, and with an organization assimilated to conditions which prevail in war.

### ANNEXURE III.

MEMORANDUM, DATED FEBRUARY, 1918, BY SIR G. H. MAKINS, K.C.M.G., C.B.,  
PRESIDENT OF THE ROYAL COLLEGE OF SURGEONS IN ENGLAND.

IN India the close relation existing between the civil and military elements of the medical profession should form the ideal. If this relation be disturbed, the military element would suffer in medical experience, since either British or Indian soldiers—a body of carefully sifted, sound, healthy



young men—offer comparatively small opportunities for practice, except in so far as such endemic diseases as malaria, the minor ailments common to soldiers in camp, and a small number of emergency cases due to acute disease or occasional accidental injuries are concerned. The civil element, on the other hand, practising amongst the mass of the population, beyond such cases as those enumerated above, is called upon to deal with every form of disease, and has abundant opportunity of acquiring practical experience. A close and intimate relation is therefore to be desired between the two branches of the service in order that the ideal should be fully realised.

Certain reasons appear to have interfered with this desirable result, some of which may be indicated:—

(1) a want of sufficient interchange between the civil and military elements;

(2) the maintenance of a purely military element;

(3) the indiscriminate employment, in time of war, of officers who have been engaged in special forms of work, and during many years have gained experience of the greatest value, in purely administrative military posts. These officers are suddenly switched off to perform duties to which they are unaccustomed, with the result that, while valuable experience is sacrificed, yet an inferior administration only may be obtained.

The question of interchange is not one of any great apparent difficulty if the service be treated as a homogeneous whole. The custom prevailing of attaching officers on their arrival in India to a regiment, and continuing them as regimental officers for a period of five years or more, seems to be the first step in the wrong direction. As already mentioned, military service offers few opportunities for acquiring practical experience in medicine and surgery, yet these young officers, but recently qualified, are at the outset of their careers placed in this unsatisfactory position, which is moreover exaggerated by the fact that some of the diseases they are called upon to treat are of an unfamiliar nature to them. The whole position would be reversed were the newly-joined officer sent directly to a civil hospital and kept there doing duty for at least one year, as a junior resident medical officer. During this period he would acquire invaluable experience of the forms of disease met with in India, and when sent to a military hospital later he would not only be more capable, but he would also have already acquired interest in his work and be far more likely to utilise such material as would come under his charge.

The proposition that has been made that officers during their period of military duties should attend "post-graduate courses dealing with X-ray work, bacteriology, malaria technique, serology, and tropical medicine," and further should have *systematic access* to neighbouring station and civil hospitals, *in their leisure hours*, is unpractical. Such courses could only be arranged for successfully by the institution of an Indian Medical Staff College, a *practical necessity* not yet provided, while casual attendance on hospital practice, unaccompanied by the assumption of any practical work and individual responsibility, is of very slight educational value. A preliminary two years' civil work followed by three years' military duty would be a far better method of procuring a highly-trained medical officer at the termination of his first five years of service.

The question of post-graduate instruction can only be successfully solved by the establishment of an Indian Medical Staff College. It may be pointed out that such a college not only provides for scientific study, but also allows the heads of the service to take stock from time to time of the officers at their disposal, to become acquainted with the capabilities and individual character of every officer, and thus become enabled to make a better distribution of the officers to posts suitable to their individual attainments and personal disposition. When necessity arises to transfer specially capable men in any branch of medicine from civil to military duty, it should be possible for a highly trained physician or surgeon to be utilised as such and yet attain the same rank and receive the same pay and allowances as a purely administrative medical officer.

The scope of the work performed by the Indian Medical Service is perhaps hardly realised in India itself, and certainly not without its borders. To the service is confided :—

- (a) the medical charge of the European members of the Government and of the Indian Civil Service, also a leading part in the medical treatment of the whole Indian community;
- (b) the inception and regulation of measures relating to the public health and sanitation of the whole country;
- (c) the management of jails and asylums;
- (d) the medico-legal work of the whole community;
- (e) regimental duties and the care of the hospitals of Indian troops;
- (f) the exertion of a certain political influence directly dependent on the close relation which medical duties establish between the officers of the service and individuals of the Indian population;
- (g) the medical education of the country.

It may be well, in view of the present unpopularity of a service entrusted with such important duties, to first ask what position the medical service holds with regard to the executive Government of the country. The duties are second to none, so far as the well-being of the entire Indian community is concerned, yet such a thing as an Indian Medical Department cannot be said to exist. The service as a whole is represented by a Director-General with a ministerial staff, who makes indirect recommendations to a Council on which he has no seat or opportunity of refuting criticism which may be made, while his recommendations often relate to matters which it is difficult for the civilian to grasp or fully understand. Again, even in the internal management of the service something in the way of a dual control exists, as in time of war officers employed in civil work are handed over from the department and pass under the control of military officers not fully cognisant either of their professional capacity or their individual characteristics. To the outside observer, in fact, the Indian Medical Service appears to be a congregation of individuals, held together by the common tie of similar duties, but possessing no proper central administrative department to correlate and combine the various paths of work, or to which the members of the service can look to for advice, direction or support.

In England the multifarious duties fulfilled by the Indian Medical Service are controlled and directed by no less than three important bodies, the Privy Council, the Local Government Board, and the General Medical Council, a tripartite arrangement which it would be easy for the Government of India to improve upon. In India it is not easy to appreciate what obstacle can exist to the formation of a single Board to undertake the duties, and to, on the one hand, facilitate the work of the Director-General, Indian Medical Service, and on the other, control effectively the whole medical organisation of the country, including sanitation, medical research, and medical education. Such a Board should consist of both medical and civil representatives and be itself represented on the Executive Council of the country by medical and civil members.

#### ANNEXURE IV.

SPEECH BY THE HON'BLE MAJOR-GENERAL W. R. EDWARDS, C.B., C.M.G.,  
DIRECTOR-GENERAL, INDIAN MEDICAL SERVICE, IN THE IMPERIAL LEGISLATIVE COUNCIL, ON THE 10TH MARCH 1919.

" SIR, my illustrious predecessor, the late Sir Pardey Lukis, when he addressed this Council two years ago, pointed out that scientific investigation and preventive medicine could never again be relegated to the background. Medical research is now admitted on all sides to be a vital part of government activities. The appalling pandemic of influenza which swept over and ravaged the whole of India has drawn attention in an acute form

to the urgent necessity, not only of developing all our existing arrangements for research, but also of applying the knowledge, so acquired, by means of efficiently organized public health services. I wish to say something further on these points, but before doing so, I will give a brief review of our activities during the last two years.

" The exigencies of the war demanded the reversion of the majority of the officers of the Bacteriological Department to military duty, where they formed the major part of the staffs of the central laboratories in Mesopotamia. Those remaining in India were engaged almost entirely on war work, that is in the preparation of vaccines, intended to protect the troops, in India and overseas, from typhoid and para-typhoid fever and cholera. I am proud to be able to say that, in spite of the enormous demands for vaccines, we have been able to meet such demands without indenting on the Home authorities, and we supplied His Majesty's forces in Mesopotamia, East Africa, Egypt and Palestine, as well as in India. The Central Research Institute at Kasauli developed its vaccine production to an almost incredible extent. The yearly average before the war was eighteen and a half thousand cubic centimeters. During the war it rose to over 2½ million cubic centimeters, and included anti-typhoid, cholera, pneumonia and influenza vaccine. From a monetary point of view alone the value of this Kasauli vaccine, for the period of the war, was about half a million sterling. In addition to turning out these vaccines, Kasauli also equipped three laboratories, two of which were sent overseas. I am sure the Council will agree with me that the greatest credit is due to Lieutenant-Colonel Harvey, Director of the Institute, and his staff, for their excellent and most successful work.

" The Bombay Bacteriological Laboratory at Parel has also enormously developed its production of vaccines, other than plague, which latter is their speciality and the manufacture of which continued. The total vaccines issued from this laboratory to the troops in India and abroad was over 1½ million doses and, in addition to this, the Director, Lieutenant-Colonel Glen Liston, from June, 1916, undertook the supervision of the bacteriological work in the base hospitals of Bombay.

" The Pasteur Institute at Kasauli also assisted in the war. For it treated no less than 2,177 soldiers sent from the war areas overseas.

" To all medical officers connected with the medical laboratories of India, and who, in consequence, were denied the privilege of proceeding on active service, I now take this opportunity of offering my thanks, for their unselfish devotion to duty and for their loyal co-operation.

" In spite of the war and the absence of so many of our officers, we have nevertheless succeeded in carrying out a considerable amount of research.

" An inquiry into diabetes was continued by Major McCay and his co-workers in Calcutta, and a series of papers which are of great scientific value are being published in the Indian Journal of Medical Research. A report has just been submitted by the same officer on the treatment of diabetes, which is also, in my opinion, of very great importance; and I propose to approach the Governing Body of the Indian Research Fund Association for funds with which to continue these investigations.

" The Research Fund has continued to finance the inquiry at Poona on the subject of plague prevention, and Dr. Chitre, under the advice of Lieutenant-Colonel Hutchinson and Major Kunhardt, has made numerous experiments concerning the best methods of rat destruction. This inquiry has yielded good results which will shortly take practical shape.

" At Karachi, Lieutenant-Colonel Greig, working under the Indian Research Fund Association, continued his valuable work on cholera carriers, and he also investigated the anti-beriberi value of certain foodstuffs. His expert advice has been of constant value both to me and to the military authorities. Recently he has submitted a most valuable paper on influenza written in collaboration with Captain Maitra. From his laboratory at Karachi we have also had valuable studies on the curative values of certain drugs, such as chenopodium oil, and thymol, used in the treatment of anky-

lostomiasis. These were contributed by Captain Wrench, R.A.M.C. Lieutenant-Colonel Greig has just been deputed by the Government of India to proceed with Major Norman White to the Inter-Allied Conference at Paris in connection with influenza.

“Lieutenant-Colonel McCarrison is on special duty in charge of an inquiry into beriberi, and is investigating other so called ‘deficiency diseases.’ A very important paper on his initial results appeared in the January number of the Indian Journal of Medical Research. Three further papers from his pen are in the press and will be published in April.

“The study of ‘hookworm disease’ has been pursued by Lieutenant-Colonel Clayton Lane in Bengal and by Dr. Mhaskar in Madras. The results show that the incidence of hookworm infection is in many places nearly one hundred per cent. They have further shown that this disease can, not only be cured, but even eradicated, if only the people could be sufficiently educated in sanitary matters.

“Captain Knowles, who is Director of the Pasteur Institute at Shillong, is now engaged in an investigation as to the mode of infection of kala-azar; he also is being assisted by the Indian Research Fund Association.

“Mr. Awati has continued his investigation into the bionomics of house flies and has contributed papers regarding the specific differences of the genus *musca*. This work is of much importance, as we know that the house fly is a terrible carrier of disease.

“Another insect engaging our attention is the sand-fly, and an effort is being made to discover and destroy these pests in their larval state. This investigation is being conducted by Mr. Mitter at Lahore, who has done good work in this direction.

“Sir Leonard Rogers, among other activities, continues to conduct the general direction of an inquiry into the chemistry of chaulmoogra oil and other oils found useful in the treatment of leprosy. Meanwhile, the Mission to Lepers has instituted a trial, by qualified medical men and women, into the comparative effects of drugs thus prepared. These trials are under the general advice of Sir Leonard Rogers, and the Mission is being helped financially for this purpose by the Government of India.

“There are several other lines of research in progress in India; some of them are of a highly technical nature. For example, a study is being made regarding the best constitution of media, with reference to vaccine production on a large scale. This is engaging the attention of the staff at Kasauli, who are being assisted by Dr. Norris.

“Dr. Annandale has undertaken surveys in Madras, Persia, Baluchistan and North India in connection with molluscs, with reference to the possibility of the spread of bilharzia. In the Bombay Bacteriological Laboratory valuable work has been done on molluscs by Dr. Soparkar. The staff of the Bombay laboratory has also been engaged in perfecting methods for detecting typhoid carriers. Captain Malone, who has come out with an excellent reputation for research, has recently been sent to investigate influenza.

“From what I have just said I am sure that all will agree that medical research work is of the utmost importance and further that it is most necessary that we should give the inhabitants of India every chance of getting a first-class training in medical research, in India. Thanks to the energy of Sir Leonard Rogers, a school of tropical medicine, with a special hospital of its own attached to it, will shortly be opened in Calcutta, and now I have the greatest pleasure in stating that there is every prospect of another school of tropical medicine and medical research being shortly opened in Bombay. This school will be based on the splendid Parel Laboratory, which Colonel Glen Liston has by his indefatigable labours brought to such perfection. It will also have a special hospital of its own attached to it. That well-known philanthropist, Sir Dorab Tata, has by a munificent gift of a lakh a year enabled the Bombay Government to proceed with their school, which will not only be well staffed, but also have a number of valuable scholarships, including

travelling ones, attached to it. We shall thus shortly have means of giving the best possible training in medical research to Indians. This will enable them to aspire, not only to professorships, but also to the winning of world-wide reputations.

"In addition to these schools it is very necessary that we should have at least two institutes of medical research. I want to see an imperial institute comprising an imperial library and bureau of medical research opened in Delhi, and another institute opened in Southern India. For the first we must depend on the Government of India, and for the second I have reason to believe that we can rely on the munificence of the Tata family, and other wealthy philanthropists of that great presidency of Bombay. I have just been asked by Sir Dorab Tata if a first-class expert could be found to visit India, at Sir Dorab's expense, to advise on this matter.

"So much for research, but it must be remembered that without a Ministry of Public Health, such as is now being instituted in Great Britain, and well organised provincial health services, the knowledge that we thus acquire cannot be efficiently applied. This at least is my private opinion. In such public health services all the officers must be responsible, not merely to the members of a municipality or district board, but through their superior officers to Government itself. It is only by means of well-paid and pensioned services that officers of public health can act efficiently, without fear or favour.

"A third factor is, however, absolutely essential to the preservation of public health, and that is the education of the masses. Without this the best organized preventive medical service in the world must work in vain. An ignorant populace not understanding the meaning of advice, or the value of orders, will not follow the former, and will actively or passively resist the latter. District visitors and magic lantern lectures cannot do more than touch the fringe of the dense ignorance of the masses. There is only one way to remove this ignorance. The knowledge of public health, like all other knowledge, must be imparted through the schools and colleges of India; this is essential. I know the difficulty; it is first necessary to educate the teachers. Unfortunately, too, in practically every country in the world, the rulers themselves have never received any education in public health. They therefore find it difficult to believe, even now, in the absolute necessity of giving this instruction in every school throughout the land. I would indeed go further than simply teach. I would, in order to impress the vital necessity of this knowledge on the educated classes, make public health, if not a compulsory subject, at least a highly marked optional subject, in the matriculation examination of every university in India.

"To bring the immense importance of this subject home, I can say without fear of contradiction that such teaching would, alone, without a single additional doctor, or a single drug, save India hundreds of thousands of lives and millions of money every year. To substantiate this last remark of mine I would like, as time permits, to mention a few diseases concerning which every inhabitant of India should have some knowledge.

"Take first hookworm, or ankylostomiasis. This parasite affects to a greater or less extent the rural population of the whole of India, in many parts infecting as many as 90 per cent. It causes anæmia and debility, it renders the sufferers unfit for hard work and an easy prey to other diseases. The means of infection is briefly as follows. Microscopic larvæ hatch out of eggs deposited with human excrement. These larvæ, attaching themselves to the feet or legs of the next comer, penetrate the skin painlessly, get into the blood current, and so go to the lungs; from the lungs they find their way through the air passages and working up to the throat are then swallowed and thus infect the intestinal canal. This debilitating disease, so universal in India, could be eradicated by the use of properly attended latrines. It is also not a difficult disease to cure. Another disease is Guinea-worm, which in parts of India is a veritable scourge. It is propagated by minute insects (the cyclops) which act as the intermediary hosts and are swallowed with drinking water. This disease may be entirely avoided by

straining all drinking water through a cloth as the Jains have been taught to do. Of course boiling the water would also make it safe to drink. Then again take malaria itself. How many villagers know that this disease cannot be contracted except through the bite of an infected mosquito, and that the systematic use of mosquito nets and surface drainage would make an enormous difference in its incidence.

“Cholera, dysentery and typhoid are diseases due to germs derived solely from human excrement. These diseases can only be contracted by drinking water which has been fouled by such excrement or by taking contaminated food or milk. Flies which have been feeding on human excrement are the usual source of food contamination. These germs are killed by a temperature of 140°, and therefore by eating only freshly cooked food with clean hands and drinking only hot fluids you can live without danger in the midst of an epidemic of cholera. Typhus again, which has recently ravaged the United Provinces, is spread by lice and can be avoided by cleanliness.

“That terrible scourge bubonic plague is contracted from the bite of an infected rat flea. Obviously the way to eradicate it is to keep rats out of houses and grain stores, and to destroy them as far as possible. During an epidemic keeping the skin oiled will probably prevent a flea biting. Lastly, take tuberculosis. The knowledge we have of this worldwide disease, if acted on, would make an enormous difference in its incidence and so save untold misery and innumerable lives,

“I think I have said enough to show that, if the knowledge of even these few diseases alone was systematically imparted in every school throughout the land, the effect would be of enormous benefit to the entire population of India. With regard to influenza we have, I regret to say, much to learn. The latest researches go to prove that we have not yet even discovered the germ, which is undoubtedly ultra-microscopic and filter passing. This and many other diseases call for and are receiving close investigation.

“I trust that I have not wearied the Council and that I have said enough to convince everyone of the immense importance of medical research, preventive medicine and the education of the whole people of India in public health measures.”

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## ANNEXURE V.

### PROPOSALS FOR EQUALIZING THE SENIORITY OF OFFICERS OF THE INDIAN MEDICAL CORPS.

IN transferring officers from the Royal Army Medical Corps to the Indian Medical Corps, it is essential to maintain equality between officers of the two services. We suggest that any officer of the Royal Army Medical Corps who transfers to the Indian Medical Corps should be placed in the list of the latter corps exactly as if he had joined the Indian Medical Service originally, dating his seniority in that list according to the length of his service. In those cases in which two corresponding batches of Royal Army Medical Corps and Indian Medical Service officers have different dates of first commission, we propose that, for purposes of seniority, it be assumed that each officer has the Indian Medical Service dates of first commission as lieutenant. promotion to captain, and promotion to major.

As regards the position of each officer in his respective batch, some difficulty is experienced, and there are two possible solutions of the problem: (1) to place each Royal Army Medical Corps officer at the top of the batch, because he originally belonged to the senior service; and (2) to place him at the bottom of the batch, as he is transferring from one service to another at his own option.

No difficulty need be experienced over the question of six months accelerated promotion given for study leave, as all officers transferred would

come under the same rules, and if they had not already had any opportunity of taking study leave they would in course of time qualify exactly as Indian Medical Service officers do at present.

The real difficulty lies in arranging equitably the transfer of the Royal Army Medical Corps officers who have been granted the rank of lieutenant-colonel when they had not completed 20 years total service. It is obvious that if these officers are permitted to transfer to the unified service, they will supersede, by virtue of their rank, Indian Medical Service officers who do not receive promotion to lieutenant-colonel until they have completed 20 years service. The difficulty is a serious one and can only be overcome by the arbitrary expedient of placing the Royal Army Medical Corps officers in the unified list assuming them to be majors. Although we think that this should be their position as regards seniority in the Indian Medical Corps list, yet we cannot ask officers who have been granted the rank of lieutenant-colonel to revert to that of major. We therefore propose that they should retain this rank, but be regarded for all purposes of pay, position and seniority in the unified list according to their length of total service, that is to say, although they are lieutenant-colonels they would be paid according to the time scale of pay laid down for the Indian Medical Service. This procedure partakes of the same nature (but reversed) as the late practice in the Royal Army Medical Corps by which an officer who had completed 20 years service, but for whom there was no vacancy in the establishment of lieutenant-colonels, was paid as a lieutenant-colonel although he still was a major. Lieutenant-colonels who voluntarily transfer to the Indian Medical Corps will obtain the benefits of an Indian pension. This may be considered as a set off to the loss of pay entailed by their being treated as majors until they have completed 20 years service. Such difficulties that arise through the difference in army rank will have to be surmounted by careful postings of officers. The difficulty will not last for more than 3 or 4 years at the longest, as officers of the Royal Army Medical Corps who would transfer have over 16 or 17 years service.

Officers of the Royal Army Medical Corps who have been superseded or passed over for promotion to the rank of lieutenant-colonel should certainly not be allowed to transfer.

The problem is however, so difficult that it seems probable that, if equal treatment is to be secured, each individual case will have to be considered on its merits.

## ANNEXURE VI.

### PROPOSED ORGANIZATION OF THE INDIAN MEDICAL CORPS DEPOT, TRAINING SCHOOL AND RECORD OFFICE, AND SKELETON SYLLABUS OF INSTRUCTION.

#### I.—ORGANIZATION.

##### A.—*Commandant and Staff* :—

Commandant—Colonel—graded as an Assistant Director, Medical Services,

Second-in-Command (who will also be Chief Instructor).

British.	Indian.
Adjutant.	Jemadar Adjutant.
Quartermaster.	Jemadar Quartermaster.
Regimental sergeant-major.	Regimental habildar-major.
Quartermaster sergeant.	Quartermaster havildar.

Orderly room clerks.

**B.—Depot Staff :—**

Officers Commanding Companies and Platoons (who will also act as Officer Instructors).

British.	Indian.
Company sergeant-majors.	Company havildar-majors.
Sergeants.	Havildars.
Corporals.	Naiks.
Lance-corporals.	Lance-naiks.
Buglers.	Buglers.

**C.—Instructional Staff :—**

Officer Instructors (company and platoon commanders—see under B above).

Assistant Instructors (assistant surgeons and sub-assistant surgeons)

Non-commissioned officers (British and Indian).

Instructor in equitation (not necessarily a whole-time appointment).

**D.—Record Office :—**

Officer-in-charge of records.

Assistant to the officer-in-charge.

Staff of clerks.

**II.—SKELETON SYLLABUS OF INSTRUCTION.****A.—Officers :—**

1. Indian army organization.
2. Elementary principles of Indian military law.
3. Discipline.
4. Caste and racial differences of Indians.
5. Military hygiene and sanitation as applicable to India, in both peace and war.

**B.—Assistant surgeons and sub-assistant surgeons :—**

As above\*, with the addition of the following :—

1. Drill and physical training.
2. First aid.
3. Equitation and stable management.
4. Field service training.
5. Care and custody of medical mobilization stores and equipment.
6. Duties in military hospitals.
7. Principles of sick nursing.

**C.—Other ranks :—**

On first entering the depot every recruit should receive primary instruction in his vernacular and in English to the extent considered necessary in each individual case. (If subsidiary depots are established this instruction would be given there.) Concurrently with the above there should be instruction in drill and physical training. During this period of preliminary training each man's individual capacity should be watched, so that on its

\*Note.—It is realized that the instruction in caste and racial differences of Indians need not be complete for these classes as for officers.



completion he may be drafted to specialized training in accordance with his aptitude. The specialized training should be under four heads:—

I.—*Nursing*—including—

1. First aid.
2. Duties in wards, as laid down in appendix 2, Standing Orders for the Royal Army Medical Corps, modified to suit the intelligence of the men.
3. Massage.
4. Duties of attendants in skiagraphy and electro-therapeutical departments.
5. Duties of operating room attendants.

II.—*Clerical*.—General duties in connection with accounts, correspondence, completion of forms, etc.

III.—*Store Keeping*.—

1. Care and custody of stores.
2. Quality of supplies.
3. Preparation of store returns and connected forms, etc.

IV.—*Ambulance*.—

1. First aid.
2. Stretcher drill including ambulance transport, and improvisation, etc.

## ANNEXURE VII.

### EXAMINATION PROPOSED FOR CANDIDATES FOR THE INDIAN MEDICAL CORPS.

I. Written papers—	Marks.
1. Surgery—General . . . . .	100
2. Surgical Anatomy . . . . .	50
3. Medicine—General (including therapeutics) . . . . .	100
4. Obstetrics—Midwifery and diseases of children . . . . .	100
5. Bacteriology and Pathology . . . . .	100
II. <i>Viva Voce</i> and practical—	
1. Clinical Surgery . . . . .	100
2. Surgical Pathology with specimens . . . . .	100
3. Operative Surgery and Surgical Anatomy . . . . .	100
4. Clinical Medicine . . . . .	100
5. Medical Pathology with specimens . . . . .	100
6. Gynæcology . . . . .	100
7. Midwifery and Instruments . . . . .	100
8. Bacteriology and Pathology . . . . .	100

## ANNEXURE VIII.

### ORGANIZATION OF THE INDIAN MEDICAL CORPS.

The organization of the proposed Indian Medical Corps must provide for all the needs of British and Indian station hospitals as regards personnel. It should, therefore, consist of the following categories:—

1. Officers.
2. Assistant medical officers.

3. Sub-assistant surgeons.

4. Other ranks :—

- (a) Nursing section.
- (b) Clerical section.
- (c) Ambulance section.
- (d) Storekeeping section.
- (e) General section.

The sections must be divided into two classes, British and Indian, as will be explained hereafter, in order to provide for the different needs of British and Indian hospitals.

2. The cadre of officers of the corps should be calculated as follows :— Officers.

- |   |  |
|---|--|
| (1) Actual military peace requirements including those on study duty.   | } These officers will be in Military employment. |
| (2) Leave and casualty reserve.   |  |
| (3) Ordinary reserve for the army.  |  |
| (4) Special reserve, consisting of officers in civil employment who are considered as normally lost to the military side. | } These officers will be in civil employment.    |

The actual strength of the Indian Medical Corps, under (1), should be calculated at 3 per mille for both British and Indian troops and followers, the strength for study duty being taken at 4 per cent of officers in addition. The strength under (2) should be 25 per cent of (1). It is impossible for us to suggest any figures for (3) and (4) as they will depend entirely on the numbers considered necessary, (a) to bring the army up to its highest expansion on mobilization for all ordinary wars or expeditions, and (b) in the event of a grave national emergency. The numbers under (1) and (2), above, do not include officers of the administrative grades. The number of the latter must obviously be determined by the future organization and geographical distribution of the army in India. The officers under (3) are included in the cadre of the Indian Medical Corps, but those under (4) should be considered as supernumerary to it.

3. It has been suggested in the main body of the report that the status of the present military assistant surgeons should be considerably improved, and that in future they should be employed solely on professional duties, and not as at present. As this will involve an improvement, not only in their qualifications, but also in their status, we consider that their cadre will bear reduction. It is impossible to say at what figure their future cadre should be fixed, but, assuming that their value will be doubled, we are of opinion that a cadre of some 200, in place of the 400 odd at present in military employ, should prove sufficient. As these men will now be highly trained doctors we consider that they can be employed in lieu of commissioned medical officers, and that the strength calculated for (1), above, can be correspondingly reduced.

4. The conditions of service of this class have recently been much improved. In order to increase their military value we would give them a course of training, when they join, at the proposed depot and school.

5. These five sections of the corps will consist of all ranks up to warrant officer, or, as may be found necessary in the case of Indian ranks, up to Indian officer.

6. These sections should be divided into two classes, British and Indian. The British division should be recruited from the Anglo-Indian community and should be trained in the duties pertaining to the sections, at the proposed corps depot and school. In addition there should be a skeleton cadre of volunteers from the Royal Army Medical Corps, in order to provide, at any rate in the early existence of the corps, an element of trained and disciplined men. There is under the consideration of Government a scheme for the for-

mation of an Indian Hospital Corps. From details of these scheme which we have seen we consider that no difficulty should be experienced in incorporating it into our proposed Indian Medical Corps.

7. This section must consist entirely of Indians.

8. This will also consist entirely of Indians, and will include those of trade designations, such as dhobies, barbers, cooks, water carriers and sweepers.

Should it be desirable to employ members of the Anglo-Indian community as cooks in British station hospitals, a special section will have to be formed for this purpose.

9. For the officer personnel of the Indian Medical Corps the conditions of entrance and promotion should be on the same basis as those of the Royal Army Medical Corps, including selection for promotion to the rank of lieutenant-colonel to fill an establishment. We may here explain that our 4 per cent for study duty has been provided in order that every officer of the Indian Medical Corps may, between the seventh and tenth year of his service, undergo the post-graduate course at the Royal Army Medical College in England.

It is recommended that, as all officers are not desirous of becoming purely administrative officers, each, on attaining the rank of lieutenant-colonel, should decide on one or other of the following careers:—

(a) military administration,

(b) specialists, namely, consulting surgeons and physicians to the army, or

(c) permanent civil employment.

In (a) officers will be eligible for promotion to the highest ranks and, after being selected for the rank of lieutenant-colonel, should be required to undergo a special course at a staff college, either Quetta or Camberley.

In (b) they will be promoted to fill a cadre of specialists and consultants, the numbers being decided later. They will not be promoted beyond the rank of colonel, but will be eligible for such administrative extra pensions as may be admissible from time to time in that rank.

The cadre for (c) has been dealt with in the main body of the report, but we would here emphasise that no officer after promotion to the rank of lieutenant-colonel should be considered eligible for transfer from military to civil employment, or *vice versa*; in other words, that on promotion to that rank every officer must select definitely for one or other branch of medical employment.

10. It is proposed that, on first arrival in India, after undergoing the courses at Millbank and the Royal Army Medical Corps Depot, which a young officer of the Indian Medical Service has now to undergo, the young officer of the Indian Medical Corps should proceed to the proposed depot and school, where he would receive further instruction, an outline of which will be found in annexure VI. After this he should undergo a course of training in tropical medicine, as indicated in paragraph 46 of our report.

11. The future status of the military assistant surgeon, the proposed designation for whom is assistant medical officer, will be so changed that it will be necessary to draw up entirely new conditions of service. We would suggest that this can best be done in consultation with the heads of the medical colleges.

12. On leaving his medical college the assistant medical officer should proceed to the Indian Medical Corps Depot and School for a course of training analogous to that of the commissioned medical officer.

13. As regards the Indian ranks of the corps, we understand that this question has already been fully examined. The conditions of service of the proposed skeleton cadre of the Royal Army Medical Corps, other ranks, must of necessity be considered in consultation with the War Office. Those of the Anglo-Indian community present many difficulties and we suggest that they be further considered, if and when the general scheme is accepted.

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14. We have indicated, in our annexure dealing with the formation of the proposed school and depot, the courses of training which these other ranks should undergo. Other ranks—  
training.

15. The military side of the Indian Medical Corps, the constitution of which is outlined above, should be administered by the Commander-in-Chief in India, through the Director of Medical Services, who should in future be selected from the corps. In order to provide for the selection of the fittest officers for promotion, and to fill the various military appointments, we would suggest that a selection board be established. The Director of Medical Services, the head of the Civil Medical Service, and the Sanitary Commissioner with the Government of India should be *ex-officio* members of this board. With them would be co-opted, as occasion required, the surgeons-general with the major provincial governments and the Deputy Directors of Medical Services. Governance.

16. It is also considered desirable to have a cadre of dental surgeons and assistants, attached to the military side of the Indian Medical Corps. They should be recruited in the United Kingdom by the Secretary of State, and should be eligible for promotion up to the rank of lieutenant-colonel on a time scale. The terms of service, pay, etc., can only be decided by the Secretary of State in consultation with the British Dental Association. Dental  
service.

## ANNEXURE IX.

### REPORT OF THE SUB-COMMITTEE APPOINTED TO EXAMINE THE QUESTION OF THE RE-ORGANIZATION OF THE GOVERNMENT MEDICAL STORE DEPARTMENT.

In the year 1894 all government medical store depots in India were first brought under the control of the Government of India in the Military Department and directly under the administration of the Surgeon-General with the Government of India (subsequently Director-General, Indian Medical Service), Surgeons-General with the Governments of Bombay and Madras acting under instructions from the Surgeon-General with the Government of India in respect of all matters connected with the management of the medical store depots at Bombay, Madras and Rangoon. History of the  
Department.

In Military Department letter no. 3991-D., dated the 14th August, 1896, it was decided that the surgeons-general with the governments of Madras and Bombay should cease to have any connection with the management of the medical store depots at Madras, Rangoon and Bombay subject to the conditions that (a) the surgeons-general, Madras and Bombay, should retain the right to correspond direct with the medical storekeepers at Madras, Bombay and Rangoon, regarding matters connected with the issue of drugs and stores to civil charges under the control of the surgeons-general, and (b) that the present interests and rights enjoyed by the civil department in the supply of stores etc., should be maintained.

So far as is known no modification of these orders has been made and they are still in force.

From 1896 to 1910 the work of the Medical Store Department progressively increased and, in the latter year, the Government of India sanctioned a conference of medical storekeepers with a view to drawing up a scheme embodying various proposals for improvement in the working of the department.

This conference drew up and submitted to Government a report containing various proposals, but certain of these proposals had, for various reasons, not been carried into effect up to August 1914. The strain suddenly thrown on the ill-equipped and understaffed Medical Store Department from the date of the outbreak of war was enormous, and the manner in which demands were met, and the work carried out, without a breakdown, reflects the greatest credit on the departmental staff.

Following the cessation of hostilities the Director-General, Indian Medical Service, considering that it was not in the best interests of Government that this large and important department should continue to work under difficulties due chiefly to inadequate staff and accommodation, proposed to Government that Lieutenant-Colonel Shaarp and Ross should visit each depot in turn, ascertaining the views of medical storekeepers on various administrative questions with a view to framing proposals for the reorganization of the department.

The Government of India agreed to this proposal, but considered that the enquiry came within the scope of the Medical Services Committee, and that Lieutenant-Colonels Shaarp and Ross should be appointed as a sub-committee with a view to their drawing up a scheme of reorganization for the consideration of the Medical Services Committee.

The sub-committee visited the various depots on the following dates:—

Lahore	6th to 8th February.
Calcutta	3rd to 7th March.
Madras	10th to 14th March.
Bombay	17th to 22nd March.

The Medical Services Committee visited the depôt at Calcutta on 3rd March, Madras on 10th March, Bombay on 19th March.

Time did not permit of a visit to the Rangoon depôt.

2. The Director-General, Indian Medical Service is, in conjunction with the Director, Medical Services in India, responsible to the Government of India in the Army Department, for the equipment and supply of all military medical stores, and with the Quartermaster-General in India for military veterinary stores. In addition he is responsible for the supply of medical stores to Government and Government aided institutions (both medical and veterinary) on the civil side. Since the outbreak of war, the supply of artificial limbs to disabled soldiers, dental equipment to army dentists throughout India, and the equipment of orthopaedic institutions has also devolved on the Medical Store Department.

He also, at the request of other Government departments, assists in procuring or manufacturing, a great variety of articles urgently required for war purposes, which cannot, strictly speaking, be adjudged as coming under 'medical supplies.'

The stores required are obtained:—

- (1) By importation through the India Office.
- (2) From other Government departments, such as the Supply and Transport Corps, Military Works Department, Revenue and Agriculture Department, etc.
- (3) By purchase from business firms and contractors in India.
- (4) By manufacture at Medical Store Depots.

For storage, manufacture and distribution there are five Government Medical Store Depots, viz., Calcutta, Lahore Cantonment, Madras, Bombay and Rangoon, under the control of the Director-General, Indian Medical Service; of these, the depots at Lahore Cantonment, Madras and Bombay are manufacturing, as well as supply depots, those at Calcutta and Rangoon being mainly supply depots.

The Medical Store Department also undertakes the repair of surgical instruments, etc., returned by both civil and military institutions.

Prior to the outbreak of war, it was manufacturing pharmaceutical preparations to a considerable extent, and the fact that it was in a position to do so was of material assistance in meeting the greatly increased demands, not only from military hospitals in India, but from overseas forces.

Prior to the arrival of a British base depot of medical stores at Bombay in January, 1917, the Medical Store Department was responsible for the supply of all the medical and surgical stores required by the army in Mesopotamia; it still continues largely to supplement the requirements of this depot, in addition to supplying all articles coming under the heading of

Indian pattern field medical equipment. It has equipped all general hospitals, field ambulances, clearing and stationary hospitals, advanced depots of medical stores, and sanitary sections to meet the demands both for the army in India and for overseas forces, as from time to time required by the military authorities.

Owing to freight difficulties and in order to relieve strain on home resources, every endeavour has been made to develop the manufacture of medical requirements from Indian sources. It was recognised that many articles formerly imported could, and should, be manufactured in India.

3. *Lahore.*—The depot, situated in the centre of the cantonment, is located in a series of old bungalows enclosed by a wall, which have, from time to time, been supplemented by minor additions. The sub-committee are of opinion that the present buildings are most unsuitable and inadequate. Owing to lack of accommodation the compound of the depot is, of necessity, littered with valuable stock thus causing considerable loss, both from breakage and deterioration, as well as increasing enormously the daily work of the depot and rendering impossible a true, or even approximately true, verification of the stock. Owing to the fact that Lahore Cantonment will, in the future, become a large military supply base and that any frontier expedition will largely depend on it for supplies, the Medical Store Depot at Lahore will increase rather than diminish in importance. The location of two base depots of medical stores containing about 4,000 packages at the Lahore depot has lately been decided upon.

Present accommodation provided for medical store depots.

We are of opinion that the erection of a new depot on modern lines on a new site is most necessary as it would undoubtedly result in the work being performed with greater efficiency and expedition, also greatly simplifying verification of stock, reducing losses from deterioration of stores, allowing for future expansion, and minimizing risk from fire.

*Calcutta.*—The depot is well housed and ample accommodation is available.

*Madras.*—This depot is accommodated in buildings formerly occupied by the Madras Gun Carriage Factory.

Ample space for expansion is available and with the exception of altering existing buildings to permit of expansion of the laboratory, and the provision of suitable accommodation for the analytical chemist to carry out research work, little in the way of new buildings will be required.

The godowns in which bulk dressings are stored are overcrowded. This can, however, be remedied by closing in the verandahs by 'expanded metal.' The medical storekeeper has been asked to submit his proposals.

*Bombay.*—It has, for a considerable time, been recognised by Government that complete reconstruction of this depot is necessary, and His Excellency the Commander-in-Chief, in January, 1917, issued instructions that the work was to be expedited in every way possible.

Since that date only one double-storeyed building has been erected and, at the time of our visit, work on the other buildings had not even been commenced.

It is most essential that this work should be completed at as early a date as possible, more particularly the construction of the proposed large three-storeyed block.

The present buildings are overcrowded and most unsuitable and it is with the greatest difficulty that the work of the depot is being carried out.

When No. 11 Base Depot Medical Stores is closed, presumably in the near future, it is probable that the Medical Store Depot, Bombay, will supply both the civil and military requirements of Mesopotamia.

4. *General.*—The establishment now employed has been sanctioned from time to time to meet the individual requirements of each depot. There is thus no uniformity, or interchange of staff between the various depots; each has its own promotion list and promotion is usually given by virtue of seniority and not necessarily according to merit.

Establishment.

The system does not commend itself and we suggest that all depot establishments (with the exception of menial establishment) should be borne on an all-India cadre subject to transfer from one depot to any other.

*Controlling Establishment.*—Each depot is in charge of an Indian Medical Service officer who is known as the Medical Storekeeper to Government. These are whole time appointments at the Medical Store Depots at Bombay, Madras, Calcutta and Lahore, the Rangoon depot being a collateral charge usually held by an Indian Medical Service officer on military duty in Rangoon.

The name Medical Storekeeper appears a misnomer and should, it is thought, be altered to Officer-in-charge, Medical Store Depot.

It is customary for officers once selected as medical storekeepers to remain in the Department throughout the greater part of their service. The cadre at present consists of four permanent appointments, no provision having apparently been considered necessary to provide either for leave, furlough or casualty vacancies. The duties, always extremely arduous, are becoming progressively more so, and these officers have to work continuously in such enervating climates as Madras, Bombay and Calcutta.

During the war 3 out of the 4 permanent medical storekeepers have been obliged to take sick leave for considerable periods, their places being filled by assistant surgeons owing to no trained reserve being available. It is obviously undesirable false economy to continue working with an undermanned cadre and medical storekeepers should be encouraged to take a reasonable amount of furlough.

Deputy  
medical  
storekeepers.

5. Owing to the increase during the war in the work of medical storekeepers both in complexity and extent, it was found necessary to create temporary appointments as Deputy Medical Storekeepers at Madras and Bombay. The sub-committee consider that these appointments should be made permanent, as at these depots it is quite impossible for one man, no matter how energetic and hardworking, to carry out efficiently the manifold duties involved.

In addition, a junior Indian Medical Service officer should be permanently appointed as deputy medical storekeeper to the Lahore depot which will shortly include the Quetta division in its circle of supply. His duty would primarily be the charge of the mobilization reserves including the regular turn-over of stocks in the two base depots of medical stores which will be located there; he would in addition assist in the general work of the depot which has become too great to be efficiently carried out by one man.

If it is decided to adopt the name Officer-in charge, Medical Store Depot, in place of that of Medical Storekeeper to Government, Deputy Medical Storekeepers will be known as Assistants to Officers-in-charge, Medical Store Depots.

For the appointment of deputy medical storekeeper young Indian Medical Service officers of from 5 to 8 years service should be selected.

A deputy medical storekeeper must elect to serve in the Department for a minimum period of 3 years at the end of which time he will, if the Director-General considers him suitable, be asked whether he desires to be appointed permanently to the department. Once permanently appointed he will not be permitted to revert to other duty, except at the discretion of the Director General.

The cadre of officers would thus consist of:—

Medical Storekeepers	4
Deputy Medical Storekeepers	3
	7
TOTAL	7
 Add for leave and casualty reserve	 2
	9
TOTAL	9

6. The pay drawn by medical storekeepers was fixed in Military Department notification no. 132, dated the 17th February 1905. Three of the four permanent appointments are now held by senior lieutenant-colonels all of whom have served for many years in this department. Candidates are not forthcoming and, at the moment, there is only one suitable officer on the waiting list. Pay of medical storekeepers.

The reasons for the present undoubted unpopularity of service in this department are manifold, a few of the most important being that these officers are underpaid and are required to live in expensive presidency towns, they are deprived of all opportunities of private practice, the work is of an extremely arduous and harassing nature and it is impossible for them to keep up their professional knowledge as medical men. It is extremely unlikely and will probably become more so in the future, that medical storekeepers can ever attain to administrative rank. With the increased attractions for senior officers offered by the station hospital system it will be more difficult than ever to get officers for these posts unless the emoluments are made sufficiently large to attract candidates.

In suggesting revised rates of pay and allowances the best basis to go on will be to take the case of each appointment separately, it being assumed that medical storekeepers will benefit in common with the rest of the service in the increased rate of pay lately sanctioned by the Secretary of State.

*Bombay.*—This is a large manufacturing depot which, owing to its geographical situation, will continue to be a most responsible and onerous charge.

The cost of living at Bombay has, of late years, increased to such an extent that the present pay is inadequate; house rents have gone up enormously and it is at present impossible to obtain even a small flat at a lower rental than Rs. 250 to 300 per mensem. Owing to the location of the depot at Byculla it is necessary for the medical storekeeper to live either on Malabar Hill, or in the Fort, and he is forced to maintain a motor car for the efficient performance of his duties. To obviate these disadvantages we suggest that the Medical Storekeeper, Bombay, should continue to draw his present staff pay at the rate of Rs. 500 per mensem and that this staff pay should be drawn irrespective of rank as the responsibilities are similar for all holders of the appointment. He should receive an additional Rs. 100 per mensem, manufacturing depot allowance.

The Medical Storekeeper, Bombay, does not come within the Bombay House Allowance Scheme *vide* Appendix XIII Army Regulations, India, volume I, although the appointment is a permanent military one; he should be allotted Government quarters at the usual rates or admitted to the Bombay House Allowance Scheme. To compensate the medical storekeeper for being debarred from private practice a local allowance of Rs. 200 per mensem should be granted.

*Madras.*—This is the largest manufacturing depot.

The cost of living at Madras is not nearly so high as at Bombay but the duties are equally arduous. It is suggested that the pay of this appointment should be fixed at grade pay *plus* present staff pay of Rs. 500 per mensem *plus* Rs. 100 manufacturing depot allowance *plus* Rs. 200 per mensem local allowance in lieu of private practice.

*Calcutta.*— { The pay of these appointments should be grade pay *plus*  
*Lahore.*— { present staff pay of Rs. 500 per mensem *plus* Rs. 200 per  
mensem local allowance in lieu of private practice.

The extra expense of living in Calcutta is to a large extent compensated by the existence of Government quarters for the medical storekeeper.

7. The pay of deputy medical storekeeper should be the pay of rank for officers in military employ now under consideration *plus* Rs. 200 staff pay rising to Rs. 400 per mensem after five years service in the department. In the case of Bombay, he should either be allotted Government quarters at the usual rates or admitted to the Bombay House Allowance Scheme. Pay of deputy medical storekeepers.



Subordinate  
establishment.

8. The cadre at present consists of 9 military assistant surgeons—3 each at Madras and Bombay, 1 each at Calcutta, Lahore and Rangoon.

At each depot the senior military assistant surgeon is placed in sub-charge of the depot and at the large manufacturing depots at Madras and Bombay an assistant surgeon acts as superintendent of the laboratory and another as superintendent in charge of the surgical instruments and appliances sections.

The duties carried out by military assistant surgeons attached to medical store depots are of a technical nature and a course of training in these duties is necessary to render them efficient.

At present owing to their being no leave reserve an inexperienced man is brought in to fill leave vacancies. This does not tend to efficiency and we urge the advisability of adding an additional appointment to permit of one assistant surgeon always being on leave. This would bring the strength of the cadre of military assistant surgeons to 10.

9. The present rates of allowances as laid down in Army Regulations, India, volume I, paragraph 398, are considered inadequate.

The same arguments as those noted in the case of medical storekeepers apply, to a minor degree, in the case of these men. Their duties are of a responsible nature for which men of integrity are necessary. They are debarred from civil employment thus foregoing all chance of private practice. Furthermore, on retirement, they are no longer competent to add to their pensions by doing professional work.

Recruitment should only be made from the ranks of fourth class assistant surgeons as it is most advisable that men should be trained in their early years of service.

We recommend the abolition of the present allowances laid down in Army Regulations, India, volume I, paragraph 398, and the substitution of the following inclusive allowances irrespective of the duties performed.

	Pay. Rs.	Allowances. Rs.
4th class assistant surgeon	100	<i>plus</i> 100 per mensem.
4th class assistant surgeon after 5 years in the Medical Store Department.	100	<i>plus</i> 125 per mensem.
3rd class assistant surgeon after 7 years in the department.	150	<i>plus</i> 125 per mensem.
3rd class assistant surgeon after 10 years in the department.	150	<i>plus</i> 150 per mensem.
2nd class assistant surgeon after 12 years in the department.	200	<i>plus</i> 150 per mensem.
2nd class assistant surgeon after 15 years in the department.	200	<i>plus</i> 175 per mensem.
1st class assistant surgeon after 19 years in the department.	250	<i>plus</i> 175 per mensem.

any of the above when acting as manager *plus* 50.

Permanent manager—pay of rank *plus* 250.

In addition they should be entitled, as at present, to free quarters (or house allowance in lieu).

Assistant surgeons should be on probation for two years after joining the department, at the expiry of which, if considered suitable, they should elect to remain permanently in the Medical Store Department.

10. Military sub-assistant surgeons are employed as stock holders at the smaller depots. In view of the fact that they are employed in stations where the cost of living is high and that they are, from the nature of their duties, debarred from any opportunity of private practice, we consider that the present allowance, *viz.*, 25 per cent. of grade pay, should be abolished and in its place substituted an allowance of Rs. 40 per mensem for all ranks.

11. This consists of (a) clerical (b) depot establishment and (c) laboratory establishment.

Pay of Military assistant surgeons attached to medical store depots.

Military sub-assistant surgeons.

Superior establishment.

As regards these establishments, no two depots are alike either in rates of pay, personnel or designation. In the case of each depot extra establishment has been entertained as required to meet increasing work and many of the present appointments are temporary, sanctioned only for the duration of the war. There is, in our opinion, no doubt that these establishments are both understaffed and underpaid, and that the administration of the department is considerably handicapped by these conditions. We have already suggested the advisability of having an all-India cadre, and, if this principle is accepted, detailed suggestions regarding the establishments to be entertained, including a reserve for purposes of furlough and leave, with proposed rates of pay, will be submitted for the consideration of Government by the Director-General, Indian Medical Service. This however will involve considerable work, necessitating frequent references to the various medical storekeepers, and cannot, owing to lack of time, be embodied in the present report. We would point out, however, that certain proposals which we are submitting aim at effecting a considerable reduction in labour both in the clerical and depot work, and that the question of the strength of the establishment required will largely depend on whether these proposals are accepted or not. If the principle of having the superior establishment brought on to an all-India cadre is accepted, all such establishment will be placed on equal rates of pay according to grade, and prospects will be improved by the grant of local allowances. As regards the designation of the various employees all depots should be the same. Establishments already engaged will be given the option of accepting service under the all-India cadre scheme.

12. The adequacy or otherwise of the menial staff need not be brought within the scope of this report. Medical storekeepers will be asked to submit proposals which, when received, will be submitted to Government for sanction. Menial staff.

The menial staff need not be brought under an all-India cadre.

13. We consider it necessary to draw attention to the class of man employed as depot assistants (compounders). The duties consist in the retail issue of drugs, which in many instances are extremely valuable and poisonous. The rates of pay range from Rs. 15 to Rs. 40 per mensem. Depot assistants (compounders).

The men are recruited from the more intelligent cooly boys, who have acquired a very haphazard smattering of English, in order that they may be able to decipher the printed labels, etc., handed to them. With this very moderate mental equipment these men are expected to be able to issue in retail preparations which are frequently poisonous. It appears quite unnecessary to emphasize the danger of this practice, and we consider that provision should be made for adequately trained men on suitable rates of pay. It is quite possible that the variation from book balances which are discovered at the daily and annual verifications of stock are largely due to the inaccuracy of these untrained men.

In order to ensure efficiency, all compounders employed should have passed the provincial examination for compounders employed under the civil department, and no promotion should be made until candidates have passed the examination prescribed for their contemporaries in ordinary civil employ.

We suggest three grades—

3rd grade compounders on Rs. 30 per mensem.

2nd grade compounders on Rs. 40 per mensem.

1st grade compounders on Rs. 50 per mensem.

In the case of Bombay a local allowance of Rs. 10 per mensem should be sanctioned in each grade.

It will not be necessary to include compounders on an all-India cadre and they should in future be classed as "compounders" and not as "depot assistants."

14. (a) *Military*.—The Medical Store Department is normally responsible for the supply of all medical stores both to military medical and veterinary institutions of the army in India, as well as for the equipment of all field Scope of work undertaken by medical store depots.

medical and veterinary units. Medical stores are also supplied to vessels of the British Navy in Indian waters as well as to the Royal Indian Marine. During the war the work increased enormously owing to the fact that the department had to meet very large unanticipated demands from overseas forces, in addition to undertaking supplies to army dental surgeons throughout India, the manufacture of artificial limbs, orthopædic appliances, etc. Military charges indent annually for their requirements basing their demands on the scales authorised in Army Tables, Medical, for non-expendible stores, expendible stores being demanded on an "as required" scale. We found that much unnecessary work is being thrown on the Medical Store Department owing to the great number of emergent indents submitted by military hospitals.

The fact that many hundreds of emergent indents from military hospitals are submitted annually appears to show, not only that military medical officers do not exercise sufficient care in the preparation of their annual indents, but that Army Tables, Medical, are in urgent need of revision. Certain articles are being continually demanded in excess of authorised scale, and in such cases these scales should be revised so as to obviate the necessity for the submission of so large a number of emergent indents. If the military medical authorities instructed officers commanding military hospitals that this frequent submission of emergent indents means bad hospital administration, much will have been done towards reducing the work now being thrown on the Medical Store Department. M. 1216, Military Annual Indent Form, does not correspond with Army Tables, Medical, and should be made to do so.

Unauthorised articles are frequently demanded in annual indents for military hospitals and almost invariably passed for supply by the administrative medical officers concerned. This necessitates careful check of all military medical indents at medical store depots to ascertain if unauthorised demands are included and whether authorised stores are demanded in the authorised quantities as laid down at the end of paragraph 178, Army Regulations, India, volume II. It is considered that such check should be carried out in the office of the military administrative officer who should alone be held responsible for demands made.

When unauthorised articles are required, their supply should either be authorised by the Director, Medical Services in India, or he should delegate such authority to military administrative officers.

We suggest that the ruling referred to should be made applicable to officers countersigning such indents, thereby greatly decreasing the work now thrown on medical storekeepers.

If these suggestions are accepted the medical storekeeper would simply comply with all demands received without being held responsible for check, thus considerably reducing his work, speeding up compliance with indents, and freeing him from criticism as to delay which is now so often made.

(b) *Civil.* (1).—Although prior to the war a very large number of Government civil medical institutions indented on the Medical Store Department for articles included in the Depot Equipment List many institutions preferred to indent either on the Director General of Stores, India Office, London, direct, or on private firms in England. In 1917 the Government of India, Indian Munitions Board, drew attention to this fact and asked the Director-General, Indian Medical Service, whether it would not be possible for the Medical Store Department to undertake the supply of such stores as are normally stocked at medical store depots to all Government civil hospitals, medical colleges, Government schools, museums and similar institutions; also whether he would agree to include in the Depot Equipment List articles, not already in the list, for which a continued demand exists.

Following this reference orders were issued by the Government of India, Indian Munitions Board, *vide* their letter no. P.-44, dated the 26th February, 1918, (enclosure no. 1) in which all the above classes of institutions were instructed to indent on the Medical Store Department with a view to obviat-

ing the waste of money and labour involved in piece-meal purchasing by the India Office. There can be no doubt that the introduction of this very necessary order will effect a considerable saving to Government, as, not only will it permit of wholesale, instead of piece-meal, purchasing by the India Office at correspondingly lower rates, but in many cases civil institutions will, from a monetary point of view, benefit considerably by purchasing drugs which are now being manufactured at medical store depots from indigenous products at prices much lower than those at which firms at home can possibly supply them.

There are grave indications that local governments are not altogether satisfied with their dealings with medical store depots, the chief complaint made by most of the witnesses summoned before the Medical Services Committee, being of undue delay in compliance with demands. A general speeding up of the depot work is undoubtedly desirable, and this is an administrative question which must be carefully examined by the Director-General, Indian Medical Service. In fairness to the department, however, it is pointed out that this delay is largely due to the chronic condition of overwork at all depots, owing chiefly to inadequately paid and undermanned staffs, also to lack of sufficient suitable storage accommodation, and in addition to the fact that indents are frequently submitted which have been carelessly drawn up necessitating careful check at the depots.

The time taken by the India Office in complying with demands submitted in annual indents appears unduly long, supplies, on occasions, not being received in India within a year after date of submission. Such long delays should not occur and the India Office should be asked to endeavour to comply more rapidly with demands.

Civil hospitals are supposed to submit indents on due dates but, in practice, they frequently fail to do so. This naturally results in delay in compliance as the depots are, on occasions, unable to deal with all the indents received as rapidly as is desirable. Every civil hospital is notified as to the date on which its annual indent should be sent in and administrative medical officers should be asked to issue strict injunctions to civil surgeons that failure to despatch their indents on due dates will be considered as reflecting on their administration.

(2) *Municipal and District Board Dispensaries.*—The Government Medical Store Department supplies the great majority of these institutions throughout the Madras and Bombay presidencies. In these presidencies this concession was continued when, in the year 1894, the administrative control of provincial depots was taken over by the military department, and it is considered by the local governments in question as a vested right, any attempt to do away with which would undoubtedly be strongly opposed. No attempt therefore should be made to discontinue the supply of medical stores to municipal and district board dispensaries in the Madras or Bombay presidencies. These institutions throughout India are, in most cases partly financed by means of Government grants-in-aid, and it is beyond question that the present practice of purchase, either through travelling agents, or direct from private firms in India, is an extravagant one and frequently involves the purchase of inferior drugs, a most grave danger and one which cannot be obviated until a Drugs Adulteration Act has been introduced into India.

Owing to war conditions the purchase in India of considerable quantities of medical stores by the Government Medical Store Department proved necessary and it was in many cases found that even firms which were generally considered reputable were not above supplying drugs of inferior quality.

The experience gained in the last few years goes to prove that municipal and district board dispensaries, which purchase in the market in India in preference to availing themselves of the concession of obtaining supplies from the Government Medical Store Department, not only pay very much higher rates for their requirements but, in many cases, obtain drugs of poor quality. As most of these institutions are assisted by Government grants-in-aid it

follows that Government money is being wasted by this practice at the expense of the general public.

The Medical Store Department has at present as much work as can be carried out without considerable expansion and, all things considered, we do not think it advisable to press for any extension in the direction of supplying these State-aided institutions.

Apart from the question of overburdening the depots, opposition is to be expected from the trade, and it is desirable that private enterprise should be encouraged and that there should be additional sources of supply available in times of emergency. Until, however, a Drugs Act is brought into force in India the quality of drugs in the bazaar will continue to be below the standard required. We strongly urge therefore that a Drugs Act should be brought into force as soon as possible.

It should continue optional for district board and municipal dispensaries as to whether they obtain their supplies from the Medical Store Department or by purchase in the open market.

(3) *Native States*.—A few Native States are being supplied and many others would undoubtedly welcome the concession of being permitted to obtain supplies from the Government Medical Store Department, but extension in this direction would interfere with the interests of private firms and tend to retard development of the drug industry in India. It is therefore thought that any extension in this direction is inadvisable.

(4) *Mission Hospitals*.—A certain number of these institutions in the Madras and Bombay presidencies are, on the recommendation of the local surgeons-general, supplied by the Government Medical Store Department.

It should not be forgotten that these institutions relieve Government of a large amount of its responsibility for the medical treatment of people often in otherwise inaccessible areas, and it seems reasonable that they be permitted to share the advantage as to economy, etc., which would result from their being permitted to indent regularly upon the Government Medical Store Department.

Owing to the present high cost of drugs, etc., which makes it difficult for missionaries to obtain their requirements in the open market while working within their budget allotments, and the difficulty of obtaining many drugs at the present time, a number of requests have been received asking for permission to obtain their requirements from the Government Medical Store Department.

If the concession of being permitted to deal with Government depots was extended to mission hospitals it would be greatly appreciated.

(5) *Supply to medical institutions independent of Government*.—With a view to lightening the work of the Government Medical Store Department it was decided in Home Department resolution No. <sup>5-Medical</sup> 360-369, dated the 11th June, 1888, that medical institutions independent of Government should no longer have the privilege of indenting on the Government Medical Store Department. In Government of India, Home Department (Medical) resolution, No. 380-393, dated 26th March 1898, it was considered advisable, owing to the receipt of numerous applications from non-Government medical institutions asking for exemption from this ruling, to reconsider the above order, and it was decided that, subject to certain conditions, local governments and administrations should be empowered to authorise any medical institutions within their respective jurisdictions to obtain their supplies of medicines, etc., from the Government Medical Store Department.

We are aware that the Government of India (Home Department) in its letter No. 361-369, dated the 4th May 1912, decided on the continuance of the arrangement under which non-Government institutions and private bodies were allowed this privilege, but we consider that the question should be reviewed in the light of the recommendations made in the report of the Indian Industrial Commission, and that in view of the necessity of encouraging private enterprise and manufacture in India, the continuance of this practice

is not advisable; we therefore suggest that no medical institution financially independent of Government should be allowed to indent on the Government Medical Store Department for their supplies of drugs, etc.

15. Although, prior to 1914, the Medical Store Department was manufacturing many pharmaceutical preparations on a considerable scale the strain of war led to a great development in the utilization of Indian resources. It was recognised that many articles formerly imported could, and should, be manufactured in India from indigenous products. Analytical chemists were engaged and are working at the manufacturing depots at Bombay and Madras and many preparations are being manufactured at these depots from indigenous raw materials which were, before the war imported from home. Manufacture  
in medical  
store depots.

Every effort has been made to develop the manufacture of surgical dressings at the depots and, at the same time, to encourage reliable private firms to extend their output in this direction.

The Medical Store Department is a very large purchaser of surgical instruments and appliances, of which an important source of supply for many years has been the workshops at the Medical Store Depot, Bombay. Part of these premises has been handed over to a private concern which has established in it a factory that provides a considerable portion of the requirements of the Department. It employs several hundred workmen who have been trained to manufacture and repair instruments and appliances and the articles turned out are of excellent workmanship and finish, comparing favourably with similar articles manufactured by the best known surgical instrument makers at home, both in quality and price. War demands have led to many new developments including the manufacture of shaped artificial limbs and orthopaedic appliances.

The question of ascertaining what raw materials are, or can be, made available in India and the best methods of obtaining supplies, both for immediate requirements and with a view to future developments, has been a subject of close investigation for some time. It is an undoubted fact that up to now the indigenous resources of India have not been utilized to anything like the extent possible. The practice, prior to war, was to purchase in England through the medium of the India Office not only manufactured drugs, but also most of the raw materials required for the manufacture of pharmaceutical products, many of which raw materials had actually been exported to England from India.

The general investigation as to the possibilities of obtaining Indian grown products has for some time been carefully gone into by the Director-General, Indian Medical Service, who in December, 1917, drew up and submitted a note to the Revenue and Agriculture Department pointing out the desirability of actively taking up the question of the organized cultivation of medicinal trees and plants. It has been decided that this question will come within the scope of a Drugs Manufacture Committee with the Director-General, Indian Medical Service, as President.

So far, the information available merely, as it were, touches the fringe of possibilities, and, owing to the almost complete lack of data in the form of any up-to-date literature or reliable information on the subject, the problem is an extremely difficult one.

Many of the medicinal plants required grow wild in the Indian forests and owing to the hitherto small demands are classified as minor forest produce, and no special attention appears to have been paid to them nor does there exist, as far as is known, any effective organization for collection. Within the last few years a considerable advance has been made in utilizing resources, and medicinal plants are now being grown in various parts of India for supply to the Medical Store Department. Much remains to be done, as many other valuable medicinal plants are known to grow wild in large quantities in the Indian forests, but until an organized survey is undertaken the problem of collection and utilization of these products cannot be satisfactorily solved. In order to demonstrate the great advance in the manufacture

of drugs which has taken place in the laboratories of the Medical Store Department within the last few years we attach a list (enclosure No. 2) shewing the more important drugs, etc., of which the total requirements of Government are now being manufactured.

The necessity of encouraging, in every way possible, the manufacture of drugs in India so as to render the country as self-supporting as possible, has been fully recognised, but a considerable amount of research investigation will be necessary before private enterprise can be expected to capitalize the drug industry on a commercial scale.

The Indian Industrial Commission in their report advocate the establishment by Government of "Pioneer" or "Demonstration" factories with a view to the inception by Government of industries on a small commercial scale in order to ascertain and overcome the initial difficulties, and discover if the industry can be worked at a profit.

In dealing with drugs the question of quality is so important that it is essential that Government should not discontinue any manufacture until reliable commercial firms have proved that they can manufacture drugs of the necessary quality on a sufficiently large scale as to render it absolutely certain that Government will be able to obtain all its requirements without difficulty and at prices comparing favourably with Government cost production. It has unfortunately, up-to-now, frequently been the experience of the Medical Store Department in dealing with firms in India that the difference between samples submitted and actual supplies subsequently delivered is liable to be considerable and much time must elapse before it will be possible to close down, or limit the scope of, our manufacturing laboratories at Madras and Bombay. These laboratories are already established and in full working order with up-to-date machinery. Their output, already large, should be increased by the addition of an extra staff of permanent research chemists.

Extra machinery is required and proposals for this will, it is understood, shortly be submitted to Government by the Director-General, Indian Medical Service.

They can be utilized as "Demonstration Factories" for educational purposes serving as schools for training Indian chemists. Commercial firms desirous of taking up drug manufacture would be advised to send men possessing a knowledge of chemistry for training under expert guidance in the processes of manufacture.

At the present time drugs and pharmaceutical preparations are being manufactured at three medical store depots, *viz.*, Madras, Bombay and Lahore, the laboratories at the two former places are very large that at Lahore being a small one poorly equipped with machinery. We are of opinion that the maintenance of this small laboratory at Lahore is both a waste of time and money. One power-driven tablet making machine, which we saw is obviously far beyond the necessities of Lahore and would be far more usefully employed in increasing the output of a large depot where it would be regularly, instead of spasmodically, used. The services of the pharmaceutical chemist now employed at Lahore, would be utilized to greater advantage if working with others similarly employed than in carrying out routine details.

We therefore recommend the closing down of the laboratory at Lahore, the establishment and equipment being transferred to Bombay with the exception of the pharmaceutical chemist who would be transferred to Madras.

Research  
chemists.

16. In order to carry out the research work required to develop drug manufacture with a view to making India self-supporting, the services of highly qualified research chemists are necessary. In Europe the value of scientists in industrial work is being increasingly recognised with the inevitable result of raising their remuneration. India cannot afford to have second-rate men in her technical services, and in order to obtain the best she must be prepared to offer adequate inducements.

At the present time Captain MacCulloch, late Royal Field Artillery, who was temporarily attached as analytical chemist to the Madras depot, on 27th

April, 1917, as a war measure, is the only chemist employed possessing the necessary higher qualifications. This officer before the war was employed at Edinburgh as a research chemist under the Medical Research Committee to investigate the chemical side of bacteriological problems under Professor Ritchie of Edinburgh University. On the outbreak of war his services were utilized for research work on the high explosive, tri-nitro-toluene. He is a M. A., B. Sc. (honours) of Edinburgh University and an associate of the Institute of Chemistry. The investigations into the possibilities of drug manufacture from indigenous products carried out by this officer during the past two years have led to the manufacture of many drugs and chemicals not previously manufactured in India.

We are strongly convinced of the advisability of the services of such analytical chemists being obtained permanently for research work under the Medical Store Department and suggest the following terms as regards the future recruitment and service of research chemists employed under the Government Medical Store Department:—

Pay on joining the department at the rate of Rs. 600 per mensem rising to Rs. 1,400 by annual increments of Rs. 50, pensionable on the completion of 20 years service. Leave and furlough to be based on the rules laid down in Civil Service Regulations for gazetted officers.

In view of the great importance of the research work to be undertaken, we would press strongly on Government the advisability of sanctioning the permanent employment, in addition to Captain MacCulloch (assuming that he will be retained in the department) of a well qualified research chemist for the Bombay depot. These officers to come under any house allowance schemes ruling at Madras and Bombay.

The advisability of these research chemists being eventually absorbed into the Indian Chemical Service suggested by the Indian Industrial Commission, remaining seconded for employment in the Medical Store Department and being eligible for higher appointments in that service can be considered at a later date when the Indian Chemical Service has come into being.

We have reason to believe that an enquiry into the financial working of the Government medical store depot laboratories would now show a profit to Government of several lakhs of rupees annually after payment of all charges.

17. In addition to the above superior appointments we suggest that Private J. E. Bowen, now temporarily employed as pharmaceutical chemist in the laboratory at the Bombay medical store depot, be permanently engaged as pharmaceutical chemist at Bombay. Private Bowen, a member of the Pharmaceutical Society, came out to India in the Royal Army Medical Corps, and has been employed at the Medical Store Depot, Bombay, since May, 1917. The work which he has carried out while so employed has been most valuable and the retention of his services is desirable.

Pharmaceutical chemist.

He has practical experience of the work required, having, before the war, been employed under a well known firm of manufacturing chemists in England. We suggest the following terms as regards his engagement:—

- (a) Pay Rs. 450—20—850 per mensem.
- (b) That for purposes of leave, furlough, and pension he should be under the Civil Service Regulations.
- (c) That during the period of his service he be granted two passages to England and back and a free passage on the termination of his contract.
- (d) That contribution by him towards a general provident fund be obligatory.
- (e) Engagement in England.—(1) That upon his discharge from military service he be engaged by the Secretary of State, if found to be physically fit, at as early a date as possible and sent out to India on a free passage.

- (2) That his Indian service and Indian rates of pay count from the date of his embarkation for India.



(f) Termination of service.—(1) That his first appointment be probationary for one year.

(2) After being confirmed, his services should be liable to termination on six clear calendar months' notice on either side.

Assistant  
chemists.

18. In addition to the above we consider the employment of assistant chemists desirable. These would be recruited as required from Indians, who have had a scientific training in India.

We suggest two grades :—

2nd grade on pay Rs. 75—5—150 per mensem.

1st grade on pay Rs. 150—10—300 per mensem.

Organization  
of depots.

19. During our visit to the various medical store depots we were impressed with the fact that much of the work being carried out could either be simplified or done away with as not necessary, and with this in view we make the following suggestions.

Preparation  
of home in-  
dents.

20. At the present time the annual home indent is priced by the medical storekeeper who prepares it, the prices being obtained from the home invoices. The latter are sent out by the India Office to the Senior Controller of Military Supply Accounts who, after noting the prices, proceeds to circulate them to the various depots. As each depot in turn has to copy out each invoice, the process of complete circulation may frequently take as long as two years. As there is a constant succession of home invoices with varying prices it follows that, at the time of the submission of the home indent, each depot has different rates available, with the resultant anomaly of an instrument for the Bombay depot being priced at possibly double the cost of an exactly similar instrument required for the Madras depot. This absurdity has, of course, been emphasized by war conditions, but inquiry would doubtless prove that similar instances could be found to have occurred before the war.

We strongly urge, therefore, that the Director-General, Indian Medical Service, who consolidates the home indent, should in future alone be responsible for its pricing, and that duplicate copies of the home invoices when despatched to the Senior Controller should be sent direct by the India Office, to his office. The centralization of this laborious work would relieve medical storekeepers of a large amount of work which, as now carried out, is entirely valueless owing to its inaccuracy.

The prices entered in the printed copies of the consolidated home indent, circulated to medical storekeepers from the Director-General's office, should form a sufficient guide to them when making local emergent purchases or for any estimate purposes.

The adoption of this suggestion has been approved of both by all medical storekeepers and the Senior Controller of Military Supply Accounts.

Home  
estimates.

21. If the suggestion that the pricing of home indents will in future be carried out in the office of the Director-General, Indian Medical Service, is adopted, it naturally follows that the home estimates will be drawn up entirely by that office.

It would also considerably reduce the work at medical store depots if in future, the office of the Director-General carried out the compilation of statements concerning all depots, as well as furnishing information asked for regarding the pricing of field equipment and furnishing estimates as to the cost of equipment required for both military and civil hospitals, and the preparation of estimates for new schemes.

Stocks of  
Europe stores,  
to be held at  
medical store  
depots.

22. As regards stocks to be held at medical store depots, in view of the extension indicated in Government of India, Indian Munitions Board, letter No. P.-44, dated the 26th February, 1918 (enclosure No. 1), we consider that no reduction should be made in the present practice of basing demands for non-perishable articles on a three years established proportion. We consider that any reduction would be unsafe, as in actual practice, there is rarely, if ever, more than a two years stock actually in the depots, and this three

years stock of non-perishable articles is thought to be the irreducible minimum required as the margin of safety in the event of war.

As regards perishable articles, demands should be based on an 18 months established proportion, but in the case of articles subject to rapid deterioration in India, such as bleaching powder, rubber gloves, rubber tubing, etc., arrangements should be made with the India Office to send out in monthly or quarterly consignments as demanded in the home indent.

In calculating the established proportion, abnormal expenditure of any articles in any one year should be carefully considered by the medical storekeepers in working out the required quantity, and it should also be taken into account whether such abnormal expenditure represents actual issues to charges or includes transfer to other depots. Such should not be taken into account if unlikely to recur.

23. When a medical storekeeper indents on another depot to replenish stock the present procedure is to submit monthly a consolidated indent to the office of the Director-General, Indian Medical Service, for countersignature. Inter-depot indents.

This does not appear to serve any useful purpose, and it is thought that the signature of medical storekeepers is sufficient, a copy of such indents being however submitted quarterly by both indenting and supplying officers to the office of the Director-General for scrutiny.

The submission of vouchers for the Director-General's countersignature in the case of transfer of articles from quick to dead stock is also considered unnecessary and should be abolished.

24. There seem to be a large number of local forms in use which have been adopted to suit the convenience of each separate depot. This system is undesirable and standard forms should be drawn up by the Director-General, Indian Medical Service, in consultation with medical storekeepers for use in all depots. Registers and forms.

25. A list showing stocks of obsolete articles should be submitted annually, on June 1st, by medical storekeepers to the office of the Director-General who will issue instructions as to their disposal. Disposal of obsolete stores.

26. On the receipt of the home indent from medical store depots, the office of the Director-General, will arrange for the transference of stocks shown to be surplus to other depots, a corresponding reduction being made in the home indents of the depots in question. This procedure will lead to a reduction in the work at medical store depots and prevent accumulation of stocks. Any stores remaining surplus after the transfers proposed, should be intimated annually to other medical store depots by medical storekeepers in order that they may be brought into consumption as soon as possible. Disposal of surplus Europe stores.

27. The last revision of this list was carried out in 1915 and it is in urgent need of a further complete revision throughout. The absence of an up-to-date list must increase the work and correspondence of medical storekeepers very considerably. The present list should be scrutinized as regards sections 1 to 8 by acknowledged authorities in medicine, surgery, veterinary science, bacteriology, etc., with the object of obtaining suggestions for the exclusion of articles considered out of date or unnecessary and the inclusion of new articles likely to be useful. Revision of the equipment list for medical store depots.

It will be necessary for the actual work of compilation to be carried out in the office of the Director-General, Indian Medical Service. It will greatly assist in carrying out future revisions if military and civil administrative officers were instructed to submit annually a statement of such additions or deletions as they think desirable.

28. The present system is not satisfactory. Too great an interval elapses between calling for tenders and the actual allotment of contracts. Owing to the limited financial powers which medical storekeepers possess for the purchase of articles of local produce it has been necessary to include in the schedules a large number of items required in trivial quantities. Proposed alteration in the present system of placing contracts for local supplies.

Much of the labour associated with the placing of contracts would disappear if medical storekeepers were granted moderate powers of purchasing Indian products.

The following illustrates the unnecessary elaboration of the present system.

The current year's requirement of cassia pulp for the Lahore depot was 10 lbs. at a total cost of Re. 1 annas 9.

To comply with the regulations in force the medical storekeeper had to include this item in his annual contract schedule; otherwise he would have had to obtain the sanction of the Director-General to the purchase.

A large number of similar trivial orders are invariably included in the contract schedule which is submitted to the office of the Director-General for scrutiny and sanction. From a scrutiny of this year's contract schedule of the Lahore depot we found that 142 out of 192 items might be said to be of a trivial nature.

With a view to the elimination of what appears to be unnecessary work, we suggest the grant to medical storekeepers of contractual powers to purchase any article of local supply required (a) for depot use, (b) for laboratory use, or (c) for stock, up to a limit of Rs. 1,000 per annum in the case of any one article, and that the financial power of the Director-General, Indian Medical Service, be increased from Rs. 2,500 to Rs. 5,000 as in the case of divisional commanders, thus obviating unnecessary references to Government.

Again, the present system of calling for tenders in the month of October for contracts to supply in the ensuing financial year beginning from the 1st April means that tenderers have to forecast market prices a very long period ahead, with the result that, if the market price rises to any appreciable extent, contractors are unable to supply at tendered rates except at a loss and applications are received for enhancement of rates.

This unsatisfactory state of affairs will be largely remedied if our suggestion above is accepted, as the period elapsing between calling for tenders and their acceptance must be greatly reduced, owing to the fact that they have not to be referred to the office of the Director-General. An exception should be made in the case of articles, the rates of supply of which are dependent largely on seasonal crops; tenders for the supply of such should be called for at the most suitable time.

29. The abolition of this depot was recommended in the report of the conference of medical storekeepers held in October 1910; medical stores to be supplied to charges direct from the Madras depot.

We agree that Madras should supply the Rangoon depot but consider that the proposal to abolish the latter is not a well-advised one.

During the war, sea communication between Madras and Burma was at one time non-existent for months at a time, and, during the whole period of the war, ships sailed only at very irregular intervals.

Again Burma is a rapidly developing province and the number of medical institutions is increasing.

It is thought that considerable practical difficulties and delays would arise in supplying medical charges direct from Madras, which would only be partly obviated even if stores were sent through the medium of a local agent for Government consignments at Rangoon.

30. We would draw attention to the anomaly of the rules laid down in paragraph 122, volume I, Army Regulations, India, with regard to the leave rules for medical storekeepers. We consider that, as the Medical Store Department is a military department, medical storekeepers should be subject to military leave rules regardless of the rules, military or civil, under which they were serving at the time of their transfer to the Medical Store Department.

31. With reference to appendix II, volume III, Army Regulations, India, we do not understand why no charge is made against the civil department for the repair of surgical instruments. We are of opinion that a charge should be made for such repairs, the percentage of cost being calculated in the same way as for the issue of drugs, etc.

Abolition of  
the Rangoon  
medical store  
depot.

Leave rules for  
medical store-  
keepers.

Repair of sur-  
gical instru-  
ments.

32. At the present time there are two systems of stock-taking in force in medical store depots, namely, annual and daily. The annual stock-taking requires that the medical store depot shall be closed for all, except emergent, work for one month, namely, March, during the year. We have been told by all medical storekeepers that this closure involves no increase of work, but we are entirely at a loss to understand how such an opinion can be expressed when it obviously means that the work of twelve months has to be compressed into eleven. While we admit that this annual stock-taking may be of value as regards costly or poisonous drugs, we fail to see that the advantage gained by this dislocation of work in a store depot in ascertaining the actual balances of such items as feeding cups, urinals, etc., is commensurate. Verification of stocks.

The daily verification is carried out by means of a clerk whose sole duty it is to ascertain balances, or reputed balances, of articles in the store. He works straight through a list and it is thus perfectly easy for any stock-holder by means of simple calculation to arrange that the balances of items which he knows will be shortly checked are correct. Were the system carried out by means of a surprise verification we could understand its value, but under the present arrangement it seems entirely unnecessary and a waste of establishment.

When in Calcutta we discussed this question of stock-taking and verification at some length with the Senior Controller of Military Supply Accounts. The Controller is in favour of discontinuance of the daily verification of non-expendible articles, the stock-holder being held responsible for deficiencies. He considers that a daily verification of expendible articles, *i.e.*, drugs, etc., should be carried out as a surprise verification by an officer, namely, the medical storekeeper or his deputy, this verification being so arranged that each item is checked once in three years. The Controller further considers that the annual stock-taking may be abolished, subject to the condition that any balance may be examined and verified at the time of the inspection of the depot by the local auditor. In addition to the above there is a verification which is carried out annually during two days by a senior Indian Medical Service officer, who is deputed specially for this duty. We fail to see the value of this further verification and recommend its immediate abolition.

We must admit that the medical store-keepers are, in the main, opposed to any variation of the present system, but it seems to us that the system of accounts at present in force in medical store depots is very largely the cause of the view that the present system must be continued.

33. The present system of ledger posting in the depots seems to lead to a great waste of time in the preparation of the ledgers for the quarter during which they are to be used. These ledgers are written in duplicate by means of carbon paper, one of which is sent to the Controller for audit the other being retained in the depot for record purposes. As the circulation of the vouchers for stores being issued takes some time it is frequently a week or more before an issue is recorded in the ledger; even then it is recorded without showing the day on which the stores were actually issued. It is obvious, therefore, that this system of ledger posting renders it practically impossible for a correct balance of any item in the depot to be struck at any given moment. We therefore fail to see how the system of verification and stock-taking to which we have referred above can be of any value when it is impossible to ascertain actual balances. Ledger system.

By the courtesy of the Director, Royal Indian Marine, we were permitted to examine the system of storekeeping and ledger posting in force in the Marine Store Dockyard, Bombay. We append a note by Captain Constable, the marine storekeeper, as to the system there employed (enclosure No. 3), and are of opinion that this should be adapted to the Medical Store Department, retaining its essential features. We understand that this system has now been in force in the marine dockyard for the past year or more, and is about to be introduced into the dockyard at Kidderpore, Calcutta. We think that this would be an opportunity for an experimental trial of the system at the Medical Store Depot in Calcutta, where the storage accommodation available is such as to make it most readily applicable. We admit that the marine

system requires special arrangements as regards storage, but with the alterations in the accommodation now in progress at the medical store depots we cannot see that this difficulty is insuperable. We may add that this method of storekeeping and ledger posting was discussed with the Senior Controller of Military Supply Accounts, who expressed himself as being entirely in favour of it.

Cost accounts.

34. The system of cost accounting at present in force in medical store depots appears to be unnecessarily elaborate. This has already been recognised by the Senior Controller of Military Supply Accounts, and he has put forward certain proposals for their simplification. We append a copy of Colonel Hudson's note on this subject (Enclosure No. 4), and are entirely in accord with him, as also we understand the medical storekeepers to be, and recommend that the system advocated therein should be adopted as soon as practicable.

We may add that the medical storekeeper, Madras, has suggested that the only system which would remove the present difficulties in matters of accounts which are experienced by medical storekeepers would be by the introduction of an accounting section detailed by the Senior Controller of Military Supply Accounts, to be attached to manufacturing depots. The inherent difficulties and possibilities of collusion, were such a system to be adopted, are to us so obvious as to make the suggestion not worthy of further consideration.

Percentages added to cost prices in the case of issues to the civil department.

35. In our examination of past budget figures relating to medical store depots we have found that in some years the cost of administration has been reduced or entirely wiped out, and possibly even a surplus realised, owing apparently to large receipts as profit from issues made to civil institutions. This is apparently the result of the present system of adding percentages on an arbitrary basis to the original cost of the articles. While admitting that this arbitrary percentage is necessary for the simplification of accounts, we consider that in practice they would appear to have been fixed at too high a level. We therefore recommend that the whole system of percentages for freight, packing, handling, etc., should be reviewed by the Senior Controller of Military Supply Accounts.

Standing Orders for Medical Store Depots.

36. The manual, Standing Orders for Medical Store Depots in India, has not been revised since 1911. An entire re-compilation is necessary and will best be carried out when decisions have been arrived at regarding the various proposals formulated in this scheme.

#### Enclosure No. 1.

LETTER NO. P.-44, DATED THE 26TH FEBRUARY, 1918, FROM THE SECRETARY, INDIAN MUNITIONS BOARD, GOVERNMENT OF INDIA, TO ALL LOCAL GOVERNMENTS AND ADMINISTRATIONS.

It has been brought to the notice of the Government of India that a large number of indents necessitating many small purchases are sent to the Director-General of Stores, India Office, London, every year from civil hospitals, medical colleges, Government schools and museums, and similar institutions. Although the demands from these departments are small in total value, they usually consist of many items which, under the present system, have to be purchased piecemeal. Practically all of the indents ask for small quantities of various descriptions of medicines, chemicals, surgical and scientific instruments and apparatus and accessories such as operation gloves, bottles, and specimen jars.

2. With the object of obviating the waste in money and labour involved in such repeated purchases, the Government of India have decided, with the approval of His Majesty's Secretary of State for India, that such medical stores and scientific apparatus as are on the Equipment List required by the institutions in question should, in future, be obtained from the Medical Store Depots at Bombay, Calcutta, Madras, Lahore and Rangoon, at each of which

large stocks are maintained which are replenished from the bulk supplies demanded in the consolidated indents of the Medical Department.

3. There is no objection to indents being sent, as before, on the Director-General of Stores in respect of articles of a character not ordinarily stocked in the Medical Depots, but the Government of India will be glad to consider the question of the inclusion in the Equipment List of articles not already in the List for which a continued demand exists.

4. With regard to chemicals and scientific instruments which are of minor importance, or of stereotyped pattern, and which it is not considered desirable to include in the list, I am to invite attention to the resolution of the Government of India in the Indian Munitions Board, No. P.-44, dated the 26th February 1918, which authorises the direct purchase of such articles.

5. I am to request that, with the permission of <sup>His Excellency the Governor in</sup> ~~His Honour the Lieutenant-~~ <sub>Council</sub> ~~Governor (in Council)~~, necessary instructions on the subject may be issued to the authorities concerned.

Copy forwarded to the Home Department, with the request that the Director-General, Indian Medical Service, may be instructed to issue the necessary instructions on the subject to the Medical Storekeepers.

Enclosure No. 2.

LIST OF ARTICLES, WHICH WERE PREVIOUS TO THE WAR IMPORTED, NOW BEING MANUFACTURED IN THE GOVERNMENT MEDICAL STORE DEPOTS.

1. Absolute alcohol, from rectified spirit.
2. Aloes preparations, from Indian grown aloes.
3. Amylum B. P. (starch), from rice.
4. Anti-fly spray.
5. Argenti nitras induratus—made from argenti nitras crystals obtained from the Gujrat chemical works.
6. Bamber oil—an insecticide oil.
7. Belladonna preparations, from Indian grown belladonna.
8. Borated talc powder.
9. Calcium carbonate precipitated, B. P., from calcium chloride and sodium carbonate.
10. Calcium sulphide solution.
11. Citric acid and citrates, from Indian limes.
12. Collodium flexile—made from cotton, nitric acid, sulphuric acid, Canada balsam and oleum ricini, all of which are made in India.
13. Creta preparata, B. P., from a very pure limestone obtained in the Madras presidency.
14. Digitalis preparations, formerly manufactured from imported leaves, now manufactured from Indian leaves.
15. Electuary, cough (veterinary).
16. Extractum cascarae sagradae liquidum, made from pulvis cascarae sagradae and alcohol 90 per cent.
17. Extractum glycyrrhizae liquidum, made from glycyrrhiza radix, Indian grown, and alcohol 90 per cent.
18. Extractum hyoscyami from hyoscyamus leaves obtained from the Government botanical gardens, Saharanpur, and from alcohol, 90 per cent, obtained from the Ahmedabad distillery.
19. Ferrous sulphate, from iron filings (foundry waste) and sulphuric acid.

20. Fly oil (veterinary).
21. Keating's powder, an insecticide substitute for.
22. Liquor bismuthi et ammonii citratis—made from bismuth sub-nitrate, potassium citrate, potassium carbonate, nitric acid, and liquor ammoniæ.
23. Lysol, from cresol.
24. Magnesii carbonas levis, B. P., from magnesii sulphas made in India from crude magnesite and sulphuric acid.
25. Mannite, from manna grown in India.
26. N. C. I. powder (made from naphthaline, creosote, and iodoform).
27. Nux vomica preparations, from the Indian seeds.
28. Oleum anethi, from dill seeds.
29. Oleum crotonis, from croton seeds.
30. Oleum santali, from sandal wood.
31. Oleum anisi, from aniseed.
32. Oleum myristicæ, from nutmegs.
33. Oleum cedri, from shavings from the Madras Pencil Factory.
34. Oleum caryophylli, from cloves.
35. Oleum theobromatis, from cocoa beans.
36. Oxymel scillæ from acetum scillæ and honey, both obtained locally in India.
37. Paper, litmus, prepared from litmus, alcohol 90 per. cent, hydrochloric acid and filtering paper; all except litmus are obtained locally.
38. Potassium carbonate, B. P., from nitre obtained as a soil efflorescence in India.
39. Sinclair's glue—a substitute for adhesive plaster.
40. Sapo mollis, B. P., from ground nut oil and caustic potash.
41. Sodium carbonate, B. P., made from soda ash, and used in the preparation of Benedict's solution which now replaces Fehling's solution.
42. Sodium chloride, chemically pure—the magnesium sulphate present is precipitated by barium chloride made from barytes obtained in abundance and in excellent quality in the Madras presidency.
43. Sodium nitrate.
44. Sodium phosphate, calcium phosphate and phosphoric acid, from char dust.
45. Sodii sulphas exsiccatus made from crude sodium sulphate—a by-product from soda water factories.
46. Syrupus ferri phosphatis co—made from iron wire, concentrated phosphoric acid precipitated calcium carbonate, potassium bicarbonate, sodium phosphate, coccus, sugar and glucose. The iron wire, calcium carbonate and sugar are obtained locally.
47. Talc. prepared from a suitable steatite obtained in abundance in the Madras presidency.
48. Talcum purificatum—a purified form of French chalk.
49. Tannic acid from divi divi and myrabolams—both Indian grown.
50. Thymol, B. P., from Indian ajwan seeds.

### Enclosure No. 3.

#### NOTE ON METHOD OF STOREKEEPING FOLLOWED IN THE STORE DEPARTMENT, ROYAL INDIAN MARINE DOCKYARD, BOMBAY.

The store is divided into sub-heads, *i.e.* "A" comprises timber, "B" ironmongery, "C" coal, etc. Each sub-head is in charge of a conductor assisted by a sub-conductor, storehousemen, and store lascars.

2. For every article in the Store there is a bin ledger for recording receipts, issues and the balance. Every article has a pattern number allotted to it, and when referring to an article it is usual to quote the pattern number with the full description of the article. The bin ledgers also show the ledger folio number of the main ledger (see remarks against main ledger). Bin ledgers.

3. These are maintained in the Marine Store Office according to sub-heads by a separate staff named the Ledger Section. To each sheet of the ledger is allotted a folio number. Main ledgers.

4. Stores required by ships and outside Government departments are demanded from the Store Department on indent form in triplicate. Stores required by the manufacturing departments of the dockyard are demanded on demand note form. On receipt indents and demand notes are registered in the Marine Store Office and sent to the conductor concerned for compliance. Simultaneously with the issue of stores the relative indents and demand notes are completed by the conductor with details showing actual quantities issued and the ledger folio number is inserted. Indents and demand notes.

The vouchers are then stamped "Issued" and date of issue shown with conductor's signature. When stores are drawn at Bombay, receipt for them is passed on the indent or demand note by the officer drawing the stores.

The vouchers are then disposed of as follows:—

(a) For stores issued at Bombay.

INDENTS—

Original	}	To be sent to office . . . . .	}	Disposal by conductor.
Duplicate				
Triplicate		To be made over to party drawing stores.		
(1) Original to be sent to the Chief Accountant for rating and transmission to the Controller of Marine Accounts.				Disposal by office.
(2) Duplicate to be sent to ledger section at once . . . . .				

(b) For stores despatched to outstations.

Original	}	To be sent to office . . . . .	}	Disposal by conductor.
Duplicate				
Triplicate		To accompany relative package list and sent to shipping section for disposal.		
(1) Original to be sent to shipping section for entering shipping details. On completion to be sent to Chief Accountant.				Disposal by office.
(2) Duplicate to be sent to ledger section at once . . . . .				

DEMAND NOTES—

Original	}	To be sent to office . . . . .	}	Disposal by conductor.
Duplicate				
Triplicate		To be made over to party drawing stores.		
(1) Original to be sent to ledger section at once . . . . .				Disposal by office.
(2) Duplicate to be sent to Chief Accountant . . . . .				

The copy for the ledger section is on receipt in that section given a serial number. The register of the ledger section also shows for easy refer-



ence the number and date allotted to the vouchers when first received in the Marine Store Office. The copy is then passed by the register clerk to the posting clerk. He passes it on to the next man and it travels thus through the section till it comes to the man who has charge of the ledger to which it appertains. It is then posted by him and passed on till it has reached the last posting clerk, each posting clerk initialling the voucher whether it concerns him or not. The voucher is then made over again to the register clerk who files it.

(c) *For stores received from England or out stations, made in the Yard for stock, surplus stores returned by manufacturing department or stores returned to store on survey report. A supply note in triplicate is prepared and disposed of as follows:—*

Original	} To be sent by receiving conductor to issuing conductor, who will receipt and immediately return the duplicate and triplicate to the receiving conductor who will send up to office the duplicate copy and retain the triplicate. The original to be posted by the issuing conductor and sent to office when completed.	} Disposal by conductor.
Duplicate		
Triplicate		

(1) Original to be sent at once to ledger section.	} Disposal by office.
(2) Duplicate to be filed.	

(d) *Local orders for stores. These are made out in quintuplicate and disposed of as follows:—*

Original	} To be sent to receiving conductor.	} Disposal by office.
Duplicate		
Quintuplicate		
Triplicate	} To be sent to vendor.	} Disposal by office.
Quadruplicate		
Original	} To be completed by receiving conductor and sent with stores to issuing conductor for receipting and posting. Original and duplicate to be sent to office. Quintuplicate returned to receiving conductor.	} Disposal by conductor.
Duplicate		
Quintuplicate		
Original	} To be attached to vendor's bill.	} Disposal by office.
Duplicate		

NOTE.—In all cases of supply note and local orders for the ledger section, the same procedure as regards registering them and posting them as in the case of indents and demand notes is followed.

Enclosure No. 4.

#### SIMPLIFICATION OF COST ACCOUNTS OF MEDICAL STORE DEPOTS.

The following proposals are offered after an examination of the accounts kept at the depots at Madras and Bombay.

*Cutlers' accounts.*—There are no cutlers' accounts at Bombay, the repairs being done there by Mr. Eyres. The remarks on the Madras accounts will doubtless apply to Lahore depot also.

2. The cutlers' accounts are hardly worth the trouble bestowed on them. At Madras a permanent clerk is employed all his time in the laboratory and on cutlers' accounts, the latter taking him about a week to complete each month. He maintains separately for the cutlers' accounts:—

- (1) abstract of material,
- (2) non-production account;
- (3) final abstract of material and percentage charges,
- (4) total output statement,
- (5) cost ledger, and
- (6) work order book.

He works out the non-production account to show non-production charges correct to annas and pies; yet the allocation to this account of some charges can only be a rule-of-thumb allocation, e.g., one-sixtieth of the medical store-keeper's pay each month is allocated, while amounts are added for superannuation and leave allowances. The other charges, which are worked out more exactly are: (1) pay of head cutler, (2) extra establishment not charged direct, (3) value of stores drawn for shop use—not spare parts of instruments, and (4) depreciation on the value of buildings. These give the non-production charges. The power charges are taken at one-twentieth of the total power charges of the factory.

3. The charges for direct labour are the basis of the cutlers' accounts. An all-round rate for the pay of the cutlers is struck. It has long been 2 annas per hour in Madras. The number of hours spent on each job is recorded, and the direct charges are obtained by multiplying the all-round rate by the number of hours the cutlers spent on all jobs. Monthly totals are thus available for (a) direct charges, (b) non-production charges, and (c) power charges.

The clerk then works out figures for his final abstract each month under the following heads for each job separately:—

- (a) direct charges,
- (b) non-production charges,
- (c) power charges, and
- (d) value of materials issued from stock, i.e., spare parts of instruments. Here (a)—2 annas multiplied by the number of hours spent by cutlers on the job and (b) and (c) are obtained from the equations  $\frac{b}{a} = \frac{B}{A}$  and  $\frac{c}{a} = \frac{C}{A}$ .

4. The clerk works out (a), (b) and (c) even for military items. This is done that he may be able to check the totals of his final abstract, but in many cases for no other purpose; no recoveries being made for the numerous military items except when the repairs are done on payment, which items are few. This refinement of accounting is hardly necessary as the total charges for Madras, including those for which no recoveries are effected are only Rs. 200 or 300 a month.

5. The following percentages were added to direct charges for the first six months of 1917-18, after which period the cutlers' shop closed down owing to the move of the depot.

1917.	Percentages added to direct charges.	
	For non-production charges.	For power charges.
April	69	20
May	72	24
June	71	24
July	65	19
August	104	20
September	96	10
Average	80	20

If therefore the clerk had added, on account of non-production and power charges, 100 per cent to his direct charges for each job, he would have arrived at the same grand total for the six months and his results would have been more consistent; for under the present system he added 84 per cent for a job completed in July, but if the same job had been completed in August he would have added 124 per cent., which is not consistent.

6. Instead therefore of keeping up the present elaborate accounts it would be sufficient to record merely the number of hours spent by each cutler on each job and in the case of Madras to charge 2 annas for each hour so spent. This would give the direct charges, while to charge 4 annas for each hour would cover direct and non-production and power charges. This is probably what a commercial firm would do, except that it would charge at least 8 annas in order to make a profit. The cost of materials should be added when materials are used. No cost should be worked out for military items unless recovery has to be effected.

7. This proposal might be adopted for this year. At the close of 1918-19, and of each future year, the non-production and power charges might be worked out for the year and the ratio which they bear to direct charges examined. If there should be much variation from the results shown in paragraph 5, the controller would determine the percentage to be added to direct charges. The percentage would thus be based on the actual of the previous year. Similarly percentages for 1917-18 and for future years might be worked out for Lahore.

8. If this proposal is adopted all the accounts now maintained may be dispensed with except the non-production account—to include power charges and total output account. The work cards at present maintained for each man should be kept up; they will give the figures required for the “total output.”

9. *Laboratory Accounts.*—These occupy one clerk all his time in Bombay and in Madras one clerk for three weeks each month. The depots maintained the following accounts:—

- (1) abstract of material,
- (2) non-production account,
- (3) power cost for month,
- (4) power account,
- (5) machinery account,
- (6) final abstract of labour and material,
- (7) total output,
- (8) cost ledger, and
- (9) work order book.

No. (1) may be dispensed with. It merely shows the total value of materials for each work order, these figures are available in the cost ledger.

10. The non-production account and power account are prepared with the same attention to minutiae as in the case of cutlers' accounts. The former includes: (1) one-third of the pay of the medical storekeeper each month, (2) pay of the superintendent and compounders, (3) value of stores for shop use, e.g., cloth, paper, and not drugs, (4) depreciation on buildings, (5) establishment, and (6) superannuation and leave allowances. The total (A) of the non-production charges for a year is calculated. The total output in pounds (B) for the year is also worked out on the system authorised in 1911-1912. The figure  $\frac{A}{B}$  to the nearest pie gives the amount to be added on account of non-production charges to the value of one pound of outturn of each medicine, tablet, etc., made up. The total (C) of the power account for the year is also calculated and the figure  $\frac{C}{B}$  gives the amount to be added on account of power charges to the value of one pound of outturn of each medicine for which power is used.

11. The prices of medicines made up are entered in the final abstract and other accounts correct to the last pie. The final abstract with typical entries is as follows:

Serial number of work orders	Work orders	Amount of output	Value of material	5	6	7
				Non-production charges at Rs. per lb.	Power charges at Rs. per lb.	Total of columns 4, 5 and 6.
		lbs. oz.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
23. Liniment belladonna	...	500	2,544 13 3	23 7 0	...	2,568 3 8
16. Tinct. scillae	...	224	32 8 0	15 2 0	...	47 11 0
23. Unguent hydrarg.	...	52	47 3 6	6 6 0	1 2 0	51 11 6

These 3 items are taken from the accounts of the Bombay depot for 1916-17, in which year the rates in columns 5 and 6 were Re. 0-0-9 and Re. 0-0-3 per lb., respectively. The office of the Supply Controller worked out rates of laboratory medicines for its triennial price list of 1917 for Bombay depot from these accounts and the accounts of the two previous years. But that office had to ignore the refinement of these accounts. Thus the stock book rate of belladonna liniment if worked out from item 13 only would have been Rs. 5 per lb. for military and Rs. 5-8-0 for civil institutions, the rules for simplification of stock book rates being adhered to. Hence this refinement in the cost accounts is wasted.

12. Major Marr suggests that power charges should be allocated not only to the work order for which power is used, but over all work orders. He points out that even for work orders for which power is used the present rule acts unfairly; in some jobs very little power is used; for other jobs, the engine may be employed for some days; yet in the accounts these two jobs are treated as if the same amount of power had been used for each. As the total non-production charges for 1916-17 were Rs. 20,327-2-0 and the power charges were only Rs. 3,386-5-1 this proposal will cause only a slight variation of rates, while greatly reducing clerical labour. It would mean for Bombay for that year an all round addition of 0-0-10 per lb. instead of Re. 0-0-9 for those items where power charges are not now borne and instead of Re. 0-1-0 for those items where power charges are now borne (paragraph 11 above).

13. Thus if Major Marr's proposal were in force the values in column 7 for the 3 typical items given in paragraph 11 would be—

	Rs. A. P.	Rs. A. P.
Liniment belladonna	2,570 13 4 and not	2,568 3 8
Tinct. scillae	49 8 0	47 11 0
Unguent hydrarg.	50 15 6	51 11 6

The materials for the first item are much more expensive than those for the second. This and the "poundage system" explain the greater comparative difference in the values of the second item.

14. If the proposal to charge power against all laboratory preparations is adopted the credit entry in the power account "Amount charged direct, etc., etc." should be altered to "Amount charged against non-production in the non-production account."

The final abstract should be prepared at all depots as it is now prepared at Lahore, viz., columns 5, 6 and 7 should not be filled in monthly; at the end of the year a summary in the final abstract should be made of the cost of each separate preparation for the year, columns 5, 6 and 7 being filled in for the summary. As this procedure has been accepted by the medical storekeeper at Lahore, the Controller, Military Supply Accounts, might request the other

two depots to follow it. The remaining accounts given in paragraph 9 should be maintained as at present, No. (1) being abolished, see last clause of paragraph 9.

15. Major Marr has made the further suggestion that the military accounts department should revise every year or even half year not only for laboratory supplies but for all medicines supplied by the depot, the "Medicines" section of the price list, which price list is now revised throughout triennially. There should be no difficulty in doing this with the present establishment of the military Accounts Department. But as the production account is only completed yearly for reasons advocated by Mr. Rawcliffe in 1911, the revision of the "Medicines" Section could not well be done oftener than once a year.

16. These proposals (paragraphs 6, 7, 8, 12, 14 and 15) do not affect the main principle, of cost accounts but only the manner in which these principles have been applied. They will need the sanction of Government.

17. An alternative proposal of Major Marr's is that all supplies to civil institutions, whether made up in the laboratories, or issued as purchased by depots, should be priced at 10 per cent below current local rates. This would admit of a very large profit being made on medicines so large that it would not be necessary to levy departmental charges against civil institutions, which charges often act very unfairly. And it would allow of instruments being sold cheaper by depots than by local dealers, whereas at present instruments are often to be obtained cheaper from the latter. But this proposal is not likely to meet with favour of Government, as it would overthrow the cost accounts system.

## ANNEXURE X.

### SHORT HISTORY OF THE QUEEN ALEXANDRA'S MILITARY NURSING SERVICE FOR INDIA.

The Queen Alexandra's Military Nursing Service for India was inaugurated in 1888, as the Indian Nursing Service. Prior to this date trained female nurses were not employed in military hospitals in India.

The first batch of English trained nurses, ten in number, arrived in India on the 21st March 1888. Of these, six were located at Rawalpindi and four at Bangalore. During 1890-1 the total number of nurses was increased to 28. The employment of these nurses in India was regarded more or less as an experiment for the first few years. In 1892-3 the scheme was considered sufficiently successful to have justified its trial and continuance. From 1893 the nursing service was recognized as an integral part of the military medical service. From 1896 it was known as the Indian Army Nursing Service, and the establishment was increased to 52.

The nurses were distributed to the principal station hospitals. Four circles were formed, each containing three or four stations where nurses were employed. Four lady superintendents were appointed in independent charge of these circles, with their headquarters at Rawalpindi, Meerut, Bangalore and Poona. Deputy lady superintendents were appointed in charge at stations where lady superintendents were not located. The staff of nursing sisters allotted to a station varied from two to four. Sisters were not in charge of their own wards. Each took her turn on duty to supervise the general nursing in the one or two special wards where the nursing sisters were employed, so that in each station the sisters had to subordinate their work to one another, and this proved difficult and often unsatisfactory. Such a system required mutual tact and good feeling to carry it through successfully, and this was not always possible. It was a trial to many who had held responsible and independent posts in England.

It was originally intended that the lady nurses should merely superintend the nursing of serious cases concentrated in the special wards. British nursing orderlies, drawn from the local combatant units, were allotted to do

the actual nursing with the assistance of Indian ward servants. These orderlies were totally ignorant of the most rudimentary principles of nursing, and the sisters had to work with them in order to instruct them in practical detail and by force of example get them to take an interest in their duties.

About 1902, a committee was appointed to consider the re-organization of the British nursing service. The War Office suggested amalgamation of the British and Indian services, but this proposal was rejected by the Indian authorities.

About a year later the Indian service became the Queen Alexandra's Military Nursing Service for India, and its strength was increased to 91.

There are now in this service 4 lady superintendents and 16 senior nursing sisters, the remaining 71 being known as nursing sisters. One of the lady superintendents is styled Chief Lady Superintendent, and is the recognised advisor of the Director, Medical Services in India, in matters affecting the interior economy and welfare of the nursing service.

Lady nurses are engaged for a term of 5 years. With the permission of the Government of India, and if pronounced by a medical board to be physically fit for further service in India, they may re-engage for a second and third term, and further, if in all respects efficient, and if specially recommended by the Commander-in-Chief, for a fourth term.

#### ANNEXURE XI.

##### PROPOSED FUTURE ORGANIZATION OF THE NURSING SERVICES OF THE ARMY IN INDIA.

The Committee propose that the following changes should be made in the present organization of the nursing services of the army in India :—

- (1) That the present Queen Alexandra's Military Nursing Service for India be abolished and its place taken by the Queen Alexandra's Imperial Military Nursing Service as described below. Members of this service should come to India for tours of duty, as they do in various other parts of the Empire.
- (2) The introduction of Royal Army Medical Corps, other ranks, and eventually the nursing section of the Indian Medical Corps, composed of a skeleton cadre of Royal Army Medical Corps men with members of the domiciled community, as contemplated in our scheme, in British station hospitals.
- (3) The introduction of the nursing section of the Indian Medical Corps into Indian station hospitals.
- (4) The matrons of station family hospitals should possess a certificate in general nursing, in addition to that in midwifery, and should have a competent staff of female nurses under them.
- (5) The whole of these nursing services should be under the supervision of the senior ladies of the Queen Alexandra's Imperial Nursing Service as contemplated below.

The requirements in personnel of the Queen Alexandra's Imperial Military Nursing Service and the functions they should perform, should be as follows :—

- at Army Headquarters—Matron-in-Chief with an appropriate staff.
- at Command Headquarters—A Principal Matron and staff.
- at Divisional Headquarters—A Senior Matron and staff.

These will form the administrative ranks of the service and should not be engaged in executive nursing duties. They would be responsible for the distribution of the nurses, and the proper control and supervision of the nursing in all the station hospitals, both British and Indian, and station family hospitals in their area of administration.

Each hospital should have its proper proportion of nurses in their various grades, and the matron, or charge sister, as the case may be, should be considered to be the senior nursing official of the station in question. She should maintain the same supervision over all the nursing duties in that particular station as laid down for the ladies of the higher ranks.

The ladies of the nursing service in administrative appointments should be considered to be staff officers of the Director, Deputy Director, or Assistant Director, Medical Services, as the case may be.

It is realised that the abolition of the present Queen Alexandra's Military Nursing Service for India would necessitate some scheme for their disposal, and the following is proposed. Those who are in their second or later tour of service should be permitted to complete the necessary service for pension under their original terms of employment. They would continue to serve in such a grade in the Imperial service as their standing in the Indian service may warrant. In their first tour of service these ladies should, with their consent, be transferred to the Imperial Nursing Service, otherwise their employment should be terminated. Pensions, if admissible, could be arranged for all these latter, proportionately to their length of service in India.

It is considered that members of the Imperial Nursing Service should not be allowed to serve for longer tours than five years in this country, and should not be permitted to return for another tour until after three years' intervening service in the United Kingdom.

Ladies who are appointed to the position of Matron-in-Chief or Principal Matron should have completed one tour in India before such appointment.

The Matron-in-Chief should be selected by the Secretary of State on the recommendation of the Director-General, Army Medical Service, and the lower grades should be deputed to this country by the War Office as demanded by the Secretary of State.

Ladies who have been trained in the general and presidency hospitals in India should be eligible for admission to the Imperial Nursing Service provided that they fulfil the requirements of that service. If admitted they should join in the United Kingdom for duty.

It has been contemplated to place in each first class Indian station hospital a certain number of nurses for the supervision of nursing and training of ward orderlies. It is considered that these ladies should be a branch of the Imperial Nursing Service, and should be entertained for periods of five years under contract. The matron or charge sister of such a hospital should belong to the Imperial Nursing Service, and come under the jurisdiction of the local administrative nursing authority.

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**REPORT OF THE SALARIES COMMITTEE**

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# SALARIES COMMITTEE.

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*Orders of the Government of Madras relating to the appointment of the Salaries Committee and the terms of reference to it.*

## I

G.O. No. 766, FINANCIAL, DATED THE 24TH OCTOBER 1919.

The Government have been bestowing special attention in recent years on the question of the adequacy of the salaries paid to subordinate Government servants in the various departments of this Presidency. A conference of selected officials and non-officials held at Ootacamund in October 1913 made certain recommendations of a general character for revising the pay of low-paid Government servants and as a consequence the emoluments of the employees in several departments were revised before the close of 1914. Owing mainly however to the prevalence of war conditions and the necessity for all possible economies in the scale of Government expenditure, it was not possible to proceed with the introduction of the scheme of revision in respect of all the departments on the lines of the recommendations of that conference. The situation created by the large increase in the prices of the necessaries of life which has been a marked feature since 1918 has however been met by a system of special war allowances but the Government consider that such a system cannot be continued indefinitely. In their opinion the changed conditions render a readjustment of salaries essential and with this object in view they have decided to appoint a 'salaries committee' to examine generally the adequacy or otherwise under present conditions and in the future of the rates of pay of Government subordinate and menial establishments including village officers and all others whose cases were not dealt with by the Royal Commission on Public Services in India. The Hon'ble Mr. N. E. Marjoribanks, C.I.E., I.C.S., has been appointed as the President of the Committee and the following gentlemen have expressed their willingness to serve on it as members:—

The Hon'ble Mr. J. H. Thonger;  
 The Hon'ble Rao Sahib T. Namberumal Chetti Garu;  
 The Hon'ble Rao Bahadur V. K. Ramanuja Achariyar Avargal;  
 The Hon'ble Khan Bahadur N. Muhammad Usman Sahib Bahadur;  
 Doctor Gilbert Slater.

Diwan Bahadur M. Ramachandra Rao has also been invited to serve as a member of the Committee.

2. The Committee is requested to consider and make recommendations on the following specific points:—

(1) the mode and rate of payment of village officers and menials; and the grant of subsistence and travelling allowances to them when called on duty outside their villages;

(2) the appropriate starting pay at the normal prices of the present day of (a) a peon and (b) clerks and copyists;

(3) the question of provision for the recruitment of graduates at a higher initial salary for an upper division and the appropriate initial salary;

(4) the appropriate salaries for men of the grades corresponding to revenue inspectors, deputy tahsildars and tahsildars;

(5) the cases in which it is desirable to adopt (a) an incremental or time-scale system and (b) an arrangement of grades;

(6) a comparison of the salaries paid in different departments to officers of the grades roughly corresponding to those mentioned in clause (4) supra and an examination of the reasons why the salaries are higher in some departments than in others and of the adequacy of those reasons;

(7) the adequacy of the pay of elementary school teachers, and of the rates of stipends granted to the several classes of teachers while under training;

(8) the circumstances which in this Presidency justify special allowances either for special classes of work or for work in special localities, and the extent to which the existing allowances can be merged in salaries;

(9) the conditions under which a temporary addition should be made to salary on account of high prices, the limit of salary to which such addition should be made, the nature and amount of the addition desirable and the method according to which it should be calculated;

(10) whether in view of the very high rate of house-rent now required to be paid in the Presidency town and in certain district headquarters such as Madura, it is necessary to provide peons and clerks with quarters at Government expense or to grant them special allowances to meet house-rent or to make liberal advances on a co-operative basis for the purpose of building houses on suitable free sites;

(11) whether any increase in the rates of travelling allowances of Government servants of the classes in question is necessary;

(12) whether shorthand-writing and type-writing should be provided for by special appointments or by giving allowances to all clerks who qualify; and

(13) the general directions in which any increased cost that may be necessary can be met by a reduction in numbers or in any other way.

The Committee is also requested to consider in the first instance the question of the temporary relief, if any, necessary in the case of clerks and menials drawing Rs. 30 and less and to make recommendations in advance on the subject.

3. While the Committee will not be expected to work out detailed estimates of the cost of its proposals and will not be required to restrict that cost to any prescribed figure, the Government have no doubt that it will bear in mind the imperative necessity of making its proposals as economical as may be consistent with efficiency.

4. The Committee will be authorized in connexion with its deliberations to examine any witnesses, official or non-official, at its discretion. The President will be authorized himself to visit or to depute any member of the Committee to visit any part of the Presidency in order to make local inquiries should such a course be found necessary. The Committee will also be authorized to obtain from the departments of the Secretariat and heads of departments information on any points concerning its inquiries; the departments of the Secretariat and the several heads of departments are accordingly requested to afford the Committee all possible help and promptly to comply with all requests for information that may be preferred by the Committee.

5. It is requested that the final recommendations of the Committee may be despatched in print so as to reach the Government by a date not later than the 31st March 1920.

(True extract)

R. A. GRAHAM,  
*Acting Chief Secretary.*

## II

G.O. No. 884, FINANCIAL, DATED THE 28TH NOVEMBER 1919.

In G.O. No. 766, Financial, dated 24th October 1919, the Salaries Committee have been asked to consider, and make recommendations on, the circumstances which in this Presidency justify special allowances for work in special localities and the extent to which existing allowances granted on this ground can be merged in salaries. The Committee are now requested, if they recommend that special conditions of particular localities should be taken into consideration in deciding the question of grant of allowances,

(1) to draw up a list of areas for service in which allowances should be given;

(2) to say whether there are in their opinion any reasons why preference should be given to one department over another in the matter of the grant of such allowances;

(3) to prepare a list of all such allowances now granted; and

(4) to recommend any modifications they may think necessary in the list having regard

(a) to the areas to which they propose to confine the allowances; and

(b) to the officers employed in these areas who are not now in receipt of them.

(True extract)

R. A. GRAHAM,  
*Acting Chief Secretary.*

## CHAPTER I.

### *Preliminary.*

We, the Committee appointed by G.O. No. 766, Financial, dated the 24th October 1919; first met on the 30th October 1919. Our colleague Mr. M. Ramachandra Rao joined us on the 10th December 1919. We have held in all sixteen meetings. We were unable to meet from the 21st January to the 24th March owing to the absence of the President at Delhi. Doctor Slater left for England on the 19th March and so was unable to attend our meetings thereafter. We are authorized to say that he agrees in our recommendations generally. For the specific recommendations contained in chapters X and XII Doctor Slater cannot, however, be held responsible as he had left India before they were arrived at.

2. We have restricted our deliberations and this our report to the matters definitely set out in paragraph 2 of the Government Order constituting the Committee. As there appears from numerous letters and petitions received by the Committee to be some misapprehension as to the scope of its functions, it will perhaps be well to mention that the Committee has not been required to consider and report on the strength or scale of salaries of the clerical and menial establishments in different Government offices nor on the strength and salaries generally of subordinate executive staffs. The Committee has understood its functions to be to supply the Government with its recommendations on certain specified points, which recommendations, if accepted, would serve as data with reference to which proposals could be drawn up for the revision of the salaries of establishments in individual offices and of the subordinate executive staffs in individual departments. The Committee's recommendations are based mainly on economic considerations and only in a very general sense on the varying nature of the work in different departments of the public service. For this reason, the Committee after careful consideration came to the conclusion that no useful purpose would be served by the personal examination of witnesses and it accordingly examined no witnesses except five Secretariat clerks on the subject of house accommodation at Madras. The records of the Government and other offices were, however, examined for statistical and historical information bearing on the matters specifically referred to the Committee and the personal views of all Collectors and heads of departments were invited on a variety of matters. Besides this the Committee has received a large number of petitions from the clerks and subordinates of almost every department of the public service which petitions set out in detail the hardships alleged to be due to enhanced prices and the remedies suggested by the petitioners. A large mass of facts and opinions has been thus collected. It has not been thought necessary to swell this report by incorporating all this material therein; but the Committee desires to thank the many officers who have assisted it with most valuable information and advice. The Committee also desires to place on record its appreciation of the great industry and ability of its Secretary M.R.Ry. A. Savarinatha Pillai whose careful preparation of business has been of the greatest assistance to the Committee.

## CHAPTER II.

*Minimum starting pay of clerks, copyists and peons.*

3. The first main proposition that the Committee set itself to formulate was that referred to in item (2) of paragraph 2 of G.O. No. 766, Financial, dated 24th October 1919, regarding the appropriate starting pay at the normal prices of the present day of (a) a peon and (b) clerks and copyists. The Committee construes 'starting pay' to refer to the lowest pay to be paid to a qualified man of the class referred to in Government service. Conditions of work vary in different offices; and in the more important offices such as the Government Secretariat it may be sound policy to offer a starting pay above the minimum. The Committee, however, is not in a position to appraise the comparative importance and difficulty of the work of different offices and has sought mainly to determine what the minimum pay should be of a Government peon, clerk or copyist and has regarded the question whether more than that minimum should be the lowest pay in particular offices as one beyond its province except in so far as it is covered by the terms of item (3) (recruitment of graduates for an upper division) of paragraph 2 of G.O. No. 766, Financial, dated 24th October 1919.

4. In paragraphs 19—23 of the Memorandum on the progress of the Madras Presidency by Diwan Bahadur S. Srinivasa Raghava Ayyangar, the course of prices in Southern India from 1855 to 1890 is reviewed. From 1855 to 1870 was a period of prosperity for the agricultural classes; and the prices of agricultural produce were high. After 1870 till the great famine of 1876-78 prices fell. Owing to this famine, prices rose again but fell gradually on the restoration of normal conditions. The despatch from the Government of India to the Secretary of State, dated 5th October 1892, regarding the course of prices in India, which despatch has been printed as an appendix to the Indian Currency Commission's Report of 1893, contains also an examination of the range of Indian prices during the period 1860 to 1890 and arrives at the following conclusion "that in all food-grains we find as "the result of seasonal vicissitudes a low level of prices in the periods 1861-65, "1871-75, 1881-85 and a higher level of prices in the periods intervening, viz., "1866-70, 1876-80, 1886-90 . . . ." Mr. Datta's enquiry into the rise of prices in India continues the examination to 1912. From 1890 to 1895 the general price-level was fairly steady. Owing to the prevalence of famine in 1896-97 there was a rise of about 20 per cent in the general price-level in 1897, but with the following favourable agricultural season the level of food prices fell back in 1899 to that of 1892 and 1893. In 1900 the occurrence of severe famine over a great part of India raised the general price-level again by 22 per cent; but thereafter it fell gradually again till in 1904 prices were only slightly above the level of 1890-95. With 1905, however, began an era of high prices, not caused by famine, which continued practically till the outbreak of the great war. Up to 1905 the fluctuations in the prices of food-grains and pulses depended largely on the agricultural conditions in India and whenever their conditions became unfavourable prices rose very high; but with favourable agricultural conditions prices tended to return to their old level. Since 1905, however, favourable agricultural conditions have not succeeded in bringing back prices to their old level.

5. Volume II of Mr. Datta's report gives the index numbers of variations in annual prices from 1890 to 1912, the average price of each article for the quinquennium 1890-94 being denoted by 100. Mr. Datta divides the Madras Presidency for the purpose of his enquiry into five economic groups. The following statement summarizes his results in respect of the main articles of consumption in an Indian household.

Statement showing the index numbers as calculated by Mr. Datta of prices in 1912 of some articles of consumption including house-rent in Indian families—average of the quinquennium 1890-94 being taken as 100.

Prices in 1912.

	Madras City.	Madras North-east group.	Madras North group.	Madras South group.	Madras West group.	Average of all groups.	
Rice .. .. .	141	150	161	149	138	147	
Ragi .. .. .	158	153	146	154	172	157	
Dhall .. .. .	149	132	130	115	161	137	
-Condiments and spices.	Chillies .. .. .	155	103*	89*	157	129	129
	Tamarind .. .. .	128	..	99*	115	125	116
	Saffron or turmeric .. .. .	123	104	..	136	133	124
	Black pepper .. .. .	137	..	161	137	..	145
	Coriander .. .. .	147	..	..	133*	179	153
	Fenugreek .. .. .	146	..	..	..	..	146
Ghee .. .. .	136	143	143	175	149	150	
Salt .. .. .	40	52	53	56	56	51	
-Vegetables	Onion .. .. .	54	..	200*	233	..	162
	Garlic .. .. .	135	..	130*	..	135	133
	Potato .. .. .	93	133	..	..	156	129
Gingelly oil .. .. .	131	145	143*	155	150	145	
Firewood .. .. .	157	..	100	..	..	128	
Kerosene-oil .. .. .	80*	..	108	107	116	103	
Standard cloths .. .. .	133*	..	..	..	..	133	
House-rent .. .. .	153	..	..	..	..	153	

\* Figures marked with asterisk denote index numbers of wholesale prices in the groups concerned ; these have been entered, as retail prices are not given for the articles.

It will be seen from the above that for the period 1890-1912—

- (a) the average increase in price of rice was 47 per cent,
- (b) the average of the increase in articles other than rice was 32 per cent,
- (c) the prices of agricultural produce such as ragi, dhall, condiments and spices, vegetables and gingelly oil and also the price of ghee rose in a proportion which approached the increase in the price of rice. The price of salt fell as a result of reduction of duty made by Lord Curzon's Government; kerosene-oil, firewood, and cloth were affected by causes other than those affecting agricultural crops and these did not therefore show the same percentage of increase.

6. The general course of prices during and after the war up to September 1919 is examined in the pamphlet 'War prices and house-rents' published by the Department of Statistics in 1918 and in the press note issued by the same department in November 1919. During the first three years of the war the retail price of food grains did not vary much in Madras, but there has been a steady and very considerable rise in the last two years and retail prices were in September last for Madras 78 per cent and for the whole of India 70 per cent higher than before the war. The Committee has obtained statistics from Collectors, Co-operative Stores, Hospital and Jail authorities and has attempted to bring to date the summary of Mr. Datta's tables given above. The appended statement summarises the results. A table showing the rise in house-rent in Madras City is also subjoined. Without claiming any high degree of accuracy for the figures it is at any rate abundantly clear that the prices of articles of common consumption in an Indian household in this Presidency have rather more than doubled since the period of 1890-94 which Mr. Datta took as his normal.

Statement showing the index numbers of retail prices in 1919 of some articles of consumption in Indian families—average price of the quinquennium 1890-94 being taken as 100.

Prices in 1919.

	Madras City.	Madras North-east group.	Madras North group.	Madras South group.	Madras West group.	Average of all groups.
Rice .. . . .	238	234	264	263	209	242
Kagi .. . . .	324	314	329	313	..	320
Dhall .. . . .	283	427	307	251	237	301
Condiments and spices—						
Chillies .. . . .	218	..	..	429	245	297
Tamarind .. . . .	101	..	..	187	117	128
Saffron or turmeric .. . . .	102	100	..	175	129	126
Black pepper .. . . .	223	..	159	215	..	199
Coriander .. . . .	174	..	..	..	235	204
Fenugreek .. . . .	219	..	..	..	..	219
Ghee .. . . .	166	255	248	263	197	225
Salt .. . . .	41	85	59	46	63	59
Vegetables—						
Onion .. . . .	107	..	..	494	..	300
Garlic .. . . .	..	..	..	..	356	356
Potato .. . . .	238	..	..	..	441	339
Gingelly oil .. . . .	199	256	..	285	298	259
Firewood .. . . .	142	..	129	..	..	125
Kerosene-oil .. . . .	157	..	167	139	168	158
Standard cloths (wholesale price) .. . . .	464	..	..	..	..	464
House-rent .. . . .	210*	..	..	..	..	210

\* House-rent of small types of houses in Triplicane and Georgetown in Madras City.

Statement showing increase in house-rents.

Annual rates.

	Average for 1890-94.	Average for 1900-04.	Average for 1905-09.	Average for 1910-14.	Average for 1915-19.
<i>Georgetown.</i>					
	RS.	RS.	RS.	RS.	RS.
<b>Fifth or Kachilewaram division—</b>					
Lowest typical house in Mr. Datta's report .. . . .	96	101	120	120	156
Next higher type .. . . .	150	204	250	305	324
Do. (three houses) .. . . .	216	240	322	365	480
Do. (three houses) .. . . .	216	240	300	384	384
Do. (three houses) .. . . .	216	216	312	322	360
<b>Seventh or Seven Wells division—</b>					
Lowest type in Mr. Datta's report .. . . .	108	120	120	130	168
Next higher type .. . . .	120	125	158	180	180
Do. .. . . .	126	180	180	187	216
<b>Eighth or Trevalyan Basin division—</b>					
Lowest type in Mr. Datta's report .. . . .	120	148	173	180	281
Same type—another house .. . . .	120	125	144	163	249
Next higher type .. . . .	144	168	168	197	288
<b>Ninth or Park Town division—</b>					
Lowest type .. . . .	72	74	84	96	144
Next higher type .. . . .	108	108	122	142	185
Do. (two houses) .. . . .	120	120	120	145	264
Do. (two houses) .. . . .	130	187	216	216	240
<i>Triplicane.</i>					
<b>Eighteenth or Triplicane division—</b>					
Lowest typical house in Mr. Datta's report .. . . .	100	126	140	153	192
The next higher type .. . . .	108	150	162	176	202
Do. .. . . .	188	240	259	355	525

7. The Committee is under the necessity of framing some general forecast with regard to future prices in India of the necessities of life. It is of opinion that, apart from monsoon failures, prices in India will necessarily be more and more directly controlled by the prices ruling in world markets as shipping becomes more abundant and transport is again well organized. Even before the outbreak of war, from 1896 to 1914, world prices were rising steadily, partly in consequence of large gold production, but much more in consequence of banking developments, increase in the use of credit instruments, and in the volume of negotiable securities which serve as convenient cover for overdraft. The war itself brought a tremendous increase of

prices, and it has to be noted that the agencies through which it produced this effect did not cease to exist either with the armistice or with ratifications of peace. In some cases they are permanent, in other cases of long duration. These agencies may be classed as (1) those producing scarcity of food-stuffs and raw materials, and (2) those producing abundance of money. Under the first head it is to be noted that the war was characterized by a vast and rapid destruction of means of production which can only be very slowly restored, so that for many years a vast capital expenditure will be necessary to get roads, railways, mines and factories again working effectively in ravaged countries. Even more serious is the social disorganization caused by the war throughout Central and Eastern Europe. The restoration of commercial activity in Russia, which was, of all States before the war, the greatest exporter of food and raw materials, is an event of a doubtful future; much the same may be said of Hungary and Roumania, which also were great exporters of food-stuffs. No very rapid recovery from the general condition of scarcity of the commodities essential to life can therefore be reasonably expected.

8. But even if, or when, the world's agriculture and industries are working as efficiently as before the war, and food and clothing are produced as abundantly, prices will still be higher if money is more abundant. It is in this matter that the disturbance of values created by the war is likely to be, not merely of long duration, but permanent. Every belligerent country has been flooded by its Government with paper money and paper substitutes for money, and neutral Governments have largely followed suit. Immense loans have been floated, and the stock of these loans can readily be used as money. Before the war gold coin was largely used in the United Kingdom; it has been superseded by treasury notes. Before the war balances in international trade were settled, when settlement was necessary, by remission of gold. During the war the purchases of belligerents from neutrals were far too great to be balanced by such means, and resort was had to wholesale export of securities and to the creation of gigantic international credits. It is noteworthy that the plans for saving Central Europe from famine have to be based on the creation in America of a huge credit for the starving countries and this involves the raising of another huge loan in America, i.e., the creation of yet more paper money.

9. Any great drop of prices, or quick return to a price level even remotely similar to that prevailing before the war, is rendered extremely hazardous by the enormous debts of Governments and the great rise of money wages. As long as producers can obtain very high prices for their products, they can pay very heavy taxes and very high wages, production can continue unchecked, and Governments can hope for such great revenues that the interest on national debts can be paid without fresh borrowing. But should there be a heavy fall in the price which any producer receives for his output, even should there be an equal fall in the price he pays for his raw material, the margin of profit, unless it is very large, must disappear, and bankruptcy becomes imminent. The great slump in prices in 1816, after the close of the European war, produced widespread bankruptcy, great distress, and much social strife and disorder. Any similar slump in prices in the immediate future would produce a state of affairs too perilous for any Government to face willingly. It may therefore be safely assumed that whatever measures are required to prevent this will be taken by the Governments of Europe and America.

10. In view of these circumstances the Committee feels that no considerable speedy fall in prices, and even no great gradual fall should be considered probable. It therefore considers that the discussion of Governmental salaries should proceed upon the assumption that, during the period in contemplation, prices will be nearly as high, on the average, as at present, or, at the very least, will range much nearer to the present level than to the pre-war level.

11. The earliest considerable revision of subordinate clerical and menial establishments was that based on the proposals of Mr. Pelly who was placed on special duty in 1859 for this purpose with particular reference to the separation of revenue and police establishments. Mr. Pelly worked out standard scales of establishment for Collectors' Offices, Divisional Offices and Taluk Offices. Under these scales the rates of minimum pay proposed for clerks were—

	Per mensem.			
	Rs.			
In Collectors' and Divisional (I.O.S.) offices ...	15	...	...	...
In Divisional (Dy. Collectors') and Taluk offices ...	12	...	...	...



As a matter of fact, however, the minimum pay actually paid in all offices appears to have been Rs. 15 per mensem; in a reference from the Board of Revenue made to Government in February 1876 (a famine year) the Board quotes Rs. 15 per mensem, the then minimum pay for clerks, as "too small and incommensurate with the prevailing high prices of the necessaries of life." It was not, however, till 1907 that the Government of Madras recommended to the Government of India, in connexion with the scheme of reorganization of district revenue establishments known as 'Meyer's', that the minimum rate of pay for clerks in Collectors' and Divisional offices should be raised from Rs. 15 per mensem to Rs. 20 per mensem. This was sanctioned by the Government of India and Secretary of State as "a desirable reform and one that would be widely appreciated." In 1910 the Madras Government applied for and obtained general authorization to raise the minimum pay of junior clerks in the more important mufassal offices to Rs. 20 per mensem. This rate was thereupon gradually introduced into a large number of offices. In November 1913 the Madras Government decided, with reference to the recommendations of a Conference held at Ootacamund to discuss the emoluments of low-paid Government subordinates, to fix Rs. 20 as the minimum pay for all clerks. Further revisions of establishment in several offices followed thereon and in all of these offices the rate of Rs. 20 per mensem was applied in lieu of Rs. 15 per mensem. But there are still some offices left where the rate of Rs. 15 per mensem continues, e.g., offices of Settlement Parties.

12. As regards peons, there are still menials in some offices drawing Rs. 6 per mensem and Rs. 5 per mensem (Settlement Parties and \* Sub-Registrars' offices). A rate of Rs. 7 was substituted for Rs. 6 in the year 1899 in several offices and, in the scheme for the reorganization of taluk establishments introduced in 1912, the minimum pay, for all taluk peons was raised from Rs. 6 per mensem to Rs. 7 per mensem. Peons in Collectors' and Divisional offices were paid not less than Rs. 7 from an earlier period, as the Civil Budget Estimates for 1895-96, the first year for which the Budget Estimate exhibits details of establishment, show that these peons then drew that rate. The Ootacamund Conference of 1913 recommended a minimum rate of Rs. 9 per mensem for peons.

13. In addition to pay, all subordinate clerical and menial establishments except village officials now draw war allowances. These are paid at the following rates. For menials, i.e., subordinates in inferior service, Rs. 4 per mensem when the salary is Rs. 9 or under: Rs. 5 per mensem when the salary exceeds Rs. 9 but not Rs. 16; Rs. 6 per mensem when the salary exceeds Rs. 16 but not Rs. 50. For clerks, i.e., subordinates in superior service on salary of Rs. 50 and under, Rs. 6 per mensem. If, however, owing to recent enhancement of their salaries (e.g., taluk clerks), the subordinates were not on 1st January 1919 eligible for grain compensation allowances, the amount of the war allowance otherwise admissible to them under the above scale is reduced as below:—

	Amount of reduction per mensem.
	RS.    A.    P.
Subordinates on Rs. 16 and under ... ..	1    8    0
Subordinates on more than Rs. 16 but not more than Rs. 30 ... ..	3    0    0

14. It thus appears to the Committee that the minimum rates of pay of a clerk and a peon in the normal period 1890-94 were Rs. 15 per mensem and Rs. 6 per mensem respectively. It is clear that the minimum salary of these classes of public servants can cover very little beyond the bare cost of food, clothes and house-rent for a man, his wife and one or two children. The cost of maintaining a wife and children must be reckoned with owing to the customs of the country. The minimum starting pay of a clerk and of a peon at the normal rates of the present day should therefore be Rs. 30 per mensem and Rs. 12 per mensem, respectively, i.e., double the rates paid in 1890-94. The adoption of these rates involves of course the abolition of war allowances; and no grain compensation would be payable either, save under the conditions stated in chapter XI of this report.

15. The Committee has considered the local variations of prices in different parts of the Presidency; and except as between the Presidency town and the rest of the Presidency it is not prepared to say that these variations require or justify the

\* The Civil Budget Estimate for 1920-21 shows that the Rs. 5 rate for menials in Sub-Registry offices has been now superseded by Rs. 6.

fixing of separate minima of pay. In the case of Madras town, the Committee finds that the cost of living, particularly of house accommodation, is appreciably higher than elsewhere in Madras Presidency, and it would therefore fix the minimum starting pay of clerks in Madras at Rs. 35 per mensem and of peons at Rs. 15 per mensem.

In the case of peons further the Committee, having regard to the very high rise in the price of cloth, recommends that each peon in Government service who is not given livery under existing orders should be given annually two dhotis and two jackets of material suitable to the locality where he works.

16. These rates, which the Committee has arrived at in the first instance on a consideration of the rise in the general level of prices since 1890-94, find confirmation in estimates of the actual cost of living at the average prices of the present day. Such estimates cannot be taken as conclusive evidence, as it is easy to exaggerate, and difficult to estimate with any accuracy, sources of possible legitimate additions to family income besides the salary earned by the public servant. But the Committee will quote the estimates for what they may be worth in corroboration of the rates it recommends.

17. The first estimate is one originally made in connexion with the Ootacamund Conference of 1913 and now brought to date with reference to present prices. The second is based on the cost of feeding prisoners in jails—

I		Clerks.
Menials.	TOLAS.	(2)
(1)		
(i) Famine Code wage for an adult doing fairly hard work in tolas of grain. This is calculated to cover not only actual grain but also pulse, salt, ghee, or oil, condiments and vegetables ... ..	90	(i) Same as column (1).
Famine Code wage for non-working female dependant.	50	
Wage for non-working child varies from 15 to 40 tolas. Owing to the present custom of early marriage it may be assumed that there will be children and 30 tolas may be allowed for them ... ..	30	
Total per day ...	170	
Total per month ...	5,100	
or 63.75 Government seers of 80 tolas.		
(ii) Cost of 63.75 Government seers according to prices in 1919.	RS.	(ii) Cost of 63.75 Government seers of 80 tolas according to prices of 1919. Presidency average price of rice in 1919 is 1 md. (40 seers) = Rs. 8.90. Cost of 63.75 seers, Rs. 14.
Presidency average price		
1 md. of 40 seers—Ragi ...	6.19	
Cholam ...	6.77	
Cumbu ...	6.72	
Cost of 63.75 seers is approximately Rs. 10½.		
(iii) Allowance for rice in diet, cooking pots, milk, butter-milk, sweet-meats and some luxuries occasionally, Re. 1.		(iii) Allowance for cooking vessels, milk, butter-milk, etc., Rs. 2.
(iv) Other expenses such as fuel, kerosene oil, rent, clothes, washing, etc., Rs. 6 in Madras, Rs. 4 elsewhere.		(iv) Other expenses such as fuel, kerosene oil, rent, clothes, washing, etc., Rs. 12 in Madras, Rs. 8 elsewhere.
Total of (ii), (iii) and (iv)—Rs. 17½ in Madras, Rs. 15½ elsewhere.		Total of (ii), (iii) and (iv)—Rs. 28 in Madras, Rs. 24 elsewhere.

The estimate for menials exceeds the minimum rate of pay proposed by the Committee, but regard must be had to existing payments and to the fact that the members of a menial's family usually earn something by their work. For clerks, on the other hand, the estimate is probably still below the mark, as it does not allow sufficiently for clothing.

## II

STATEMENT showing the cost of one day's diet for a man in jail.

Articles.	Rice diet.			Mixed diet.					
	Scale.	Nitrogen.	Carbon.	If ragi is issued.			If cholam is issued.		
				Scale.	Nitrogen.	Carbon.	Scale.	Nitrogen.	Carbon.
LB. OZ.	GRAINS.	GRAINS.	LB. OZ.	GRAINS.	GRAINS.	LB. OZ.	GRAINS.	GRAINS.	
Rice .. .. .	1 4	101.10	3,400	0 7	35.49	1,190	0 7	35.49	1,190
Cereal ragi or cholam.	..	..	..	0 13	83.20	2,210	0 13	77.61	2,210
Dhall .. .. .	0 5	89.30	850	0 5	89.30	850	0 5	89.30	850
Salt .. .. .	0 0 $\frac{1}{2}$	..	..	0 0 $\frac{1}{2}$	..	..	0 0 $\frac{1}{2}$	..	..
Tamarind .. .. .	0 0 $\frac{1}{2}$	4.37	8.75	0 0 $\frac{1}{2}$	4.37	8.75	0 0 $\frac{1}{2}$	4.37	8.75
Curry powder .. .. .	0 0 $\frac{1}{2}$	..	..	0 0 $\frac{1}{2}$	..	..	0 0 $\frac{1}{2}$	..	..
Oil .. .. .	0 0 $\frac{1}{2}$	..	172.80	0 0 $\frac{1}{2}$	..	172.80	0 0 $\frac{1}{2}$	..	172.80
Vegetables .. .. .	0 6	4.20	201	0 6	4.20	201	0 6	4.20	201
Onions .. .. .	0 0 $\frac{1}{2}$	.50	6.75	0 0 $\frac{1}{2}$	.50	6.75	0 0 $\frac{1}{2}$	.50	6.75
Firewood .. .. .	9 oz. to 1 lb.	..	..	9 oz. to 1 lb.	..	..	9 oz. to 1 lb.	..	..
				Cost of rice diet.		Cost of mixed diet if ragi is used.		Cost of mixed diet if cholam is used.	
				RS. A. P.		RS. A. P.		RS. A. P.	
The Penitentiary, Madras .. .. .				0 3 5		0 3 5 $\frac{1}{2}$		..	
Rajahmundry Central Jail, Godavari district .. .. .				0 3 0		0 2 8		..	
Bellary Central Jail .. .. .				0 3 0		..		0 2 7	
Trichinopoly Central Jail .. .. .				0 3 7		0 3 2		..	
Palamcottah District Jail, Tinnevely district .. .. .				0 3 8		0 3 2		..	
Coimbatore Central Jail .. .. .				0 3 6		0 3 2		..	
Cannanore Central Jail, Malabar district .. .. .				0 3 1		0 3 1		..	

Statement showing the cost of one day's diet for a woman in jail.

Articles.	Rice diet.			Mixed diet.					
	Scale.	Nitrogen.	Carbon.	If ragi is issued.			If cholam is issued.		
				Scale.	Nitrogen.	Carbon.	Scale.	Nitrogen.	Carbon.
LB. OZ.	GRAINS.	GRAINS.	LB. OZ.	GRAINS.	GRAINS.	LB. OZ.	GRAINS.	GRAINS.	
Rice .. .. .	1 2	91.26	3,080	0 7	35.49	1,190	0 7	35.49	1,190
Cereal ragi or cholam.	..	..	..	0 11	70.40	1,870	0 11	65.67	1,870
Dhall .. .. .	0 4	71.44	680	0 4	71.44	680	0 4	71.44	680
Salt .. .. .	0 0 $\frac{1}{2}$	..	..	0 0 $\frac{1}{2}$	..	..	0 0 $\frac{1}{2}$	..	..
Tamarind .. .. .	0 0 $\frac{1}{2}$	4.37	8.75	0 0 $\frac{1}{2}$	4.37	8.75	0 0 $\frac{1}{2}$	4.37	8.75
Curry powder .. .. .	0 0 $\frac{1}{2}$	..	..	0 0 $\frac{1}{2}$	..	..	0 0 $\frac{1}{2}$	..	..
Oil .. .. .	0 0 $\frac{1}{2}$	..	172.80	0 0 $\frac{1}{2}$	..	172.80	0 0 $\frac{1}{2}$	..	172.80
Vegetables .. .. .	0 6	4.20	201	0 6	4.20	201	0 6	4.20	201
Onions .. .. .	0 0 $\frac{1}{2}$	.50	6.75	0 0 $\frac{1}{2}$	.50	6.75	0 0 $\frac{1}{2}$	.50	6.75
Firewood .. .. .	9 oz. to 1 lb.	..	..	9 oz. to 1 lb.	..	..	9 oz. to 1 lb.	..	..
				Cost of rice diet.		Cost of mixed diet if ragi is used.		Cost of mixed diet if cholam is used.	
				RS. A. P.		RS. A. P.		RS. A. P.	
The Penitentiary, Madras .. .. .				0 3 0		0 3 0		..	
Rajahmundry Central Jail (Godavari district) .. .. .				0 2 10		0 2 7		..	
Bellary Central Jail .. .. .				0 2 9		..		0 2 4	
Trichinopoly Central Jail .. .. .				..		..		..	
Palamcottah District Jail (Tinnevely) .. .. .				0 3 4		0 2 11		..	
Coimbatore Central Jail .. .. .				0 3 4		0 3 0		..	
Cannanore Central Jail (Malabar district) .. .. .				0 2 11		0 2 11		..	

18. In several memorials from clerks and menials that the Committee has received, family budgets of the cost of living are given. The totals in all cases are above the rates proposed by the Committee. In some cases they exceed Rs. 50 per mensem. It is obvious that these figures must be greatly exaggerated, if they are meant to be an estimate of a minimum living wage or to be any guide as to what the starting wage should be in Government service. For, as a matter of fact, there is no lack of people ready to accept clerical service under Government on the present minimum rate of Rs. 20 plus a war allowance of Rs. 6 or Rs. 3 only. It must be remembered that the Committee's proposed rates are minima and that Government service is pensionable.

19. The personal opinions of the majority of the experienced officers consulted by the Committee are in agreement with the rates arrived at by the Committee.

20. The Committee wishes it understood that, in its recommendations regarding clerks and peons, it does not refer exclusively to those so designated in the Civil Budget Estimates but to all Government subordinates employed wholly or mainly on clerical work in the one case and to menial attendants other than village servants and those paid from contingencies in the other.

21. *Copyists.*—The two departments where subordinates of this class are employed in appreciable numbers are (i) the Judicial Department and (ii) the Revenue Department.

(a) *Copyists in Judicial Department.*—The pay and employment of these copyists is governed by rules framed by the High Court and approved by Government under section 107 of the Government of India Act, 1915 (5 and 6 Geo. V. c. 61). According to these rules, the minimum salary for ordinary copyists is Rs. 10—this rate was first fixed in 1882—and for typists-copyists it is Rs. 15 per mensem; and it is open to these copyists to earn additional remuneration without limitation according to the amount of work done by them; such extra payments are calculated at the rate of 10 pies for every 150 words. The Civil Budget Estimate for 1919–20 shows that for such extra remuneration a sum of 1.20 lakhs is provided in the budget; and inquiries made in 1915 showed that judicial copyists ordinarily earn in all from over Rs. 15 up to Rs. 20, 21, 22 and even Rs. 23 per mensem in some districts. Permanent copyists have been declared last year to be eligible for war allowances.

*Revenue copyists.*—The pay of copyists in Revenue offices is regulated by Collectors who have been authorized to employ them either as members of the permanent establishment, if necessary, on fixed monthly salaries plus a bonus calculated on the fees realised, or where no fixed pay is in force at certain prescribed piece-work rates. All these copyists' charges are debited to contingencies. The whole system of employment of copyists in Revenue courts is subject to the condition, that it should not involve loss to Government. Permanent copyists alone have been recently declared by Government to be eligible for war allowances.

There are also other departments, in which copyists are employed on a small scale, e.g., (i) Inam Commissioner's office, (ii) Registration department—wherein the expenditure is debited to contingencies; and it seems unnecessary specially to consider the cases of those subordinates.

22. The Committee does not consider that any differentiation can be made between a clerk and a copyist in the matter of their minimum pay. It considers, therefore, that when a copyist is fully employed his remuneration, whether it be in the shape of a fixed salary or of fees calculated on the outturn, should not average less than Rs. 30 per mensem. But it also considers that the whole remuneration should be met from the fees levied for the copying work done and that the present scale of fees should be raised, if necessary, to secure the fulfilment of this condition. Where the copying work to be done is insufficient fully to occupy the time of a copyist and it is found impracticable to get the work done by regular clerks in their spare time, the remuneration can be only in the shape of the fees and the copyist must be regarded as a pieceworker and not as a salaried servant of Government. Generally,

however, the Committee believes it will be practicable to find full employment for full time copyists by amalgamating the copying work of different offices at the same station and by pooling the fees.

23. In putting forward the above rates as the appropriate starting pay for clerks and peons, the Committee desires to make it clear that it is proposing minima. No clerk or peon in Government service should, in its opinion, be paid less. But in particular offices the nature and importance of the work or other conditions may make it sound policy to pay a higher rate to the lowest paid man in that office. The Committee has not been invited, nor does it feel competent, to propose scales of pay for different offices; but it may perhaps be permitted generally to indicate its view that these scales should be so arranged that clerks employed on purely routine duties should have in all cases a chance of rising to Rs. 60 per mensem at least before retirement. The Committee presumes that general increases will be granted in consequence of the enhanced level of prices with reference to the enhanced minima which it has proposed. It takes this opportunity of suggesting that the increases should not be proportionate with the amount of the salary but should be less, the higher the salary.

## APPENDIX A.

AVERAGE RETAIL PRICES OF CERTAIN ARTICLES OF CONSUMPTION  
IN INDIAN FAMILIES FROM 1890 TO 1919.

(1)

## MADRAS CITY.

(The prices given are in rupees per Imperial maund of 82½ lb. or 40 seers of 80 tolas each.  
For kerosene oil and cotton manufactures the units adopted are specified below.)

Name of article.	1890-94.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Rice .. .. .	3.85	5.45	5.71	5.66	5.33	5.76	5.68	6.50	9.15
Ragi .. .. .	2.07	3.28	3.42	3.40	3.09	3.16	3.28	3.80	6.72
Dhall .. .. .	4.47	6.67	6.39	6.32	7.12	5.38	5.39	5.74	12.66
Condiments and spices—									
Chillies .. .. .	10.08	16.68	9.02	7.70	11.55	8.78	8.55	13.71	21.94
Tamarind .. .. .	4.07	5.00	5.06	4.84	4.11	4.28	4.98	4.67	4.11
Saffron .. .. .	8.80	10.83	8.23	6.38	5.11	6.68	8.08	8.23	9.02
Black pepper .. .. .	26.51	36.25	33.43	30.85	30.85	30.85	30.85	58.57	59.15
Coriander .. .. .	5.68	8.33	5.39	4.11	9.96	8.55	7.36	6.24	9.89
Fenugreek .. .. .	6.27	9.17	7.36	7.38	7.92	8.61	13.92	12.92	13.75
Ghee .. .. .	37.15	50.52	32.29	32.29	61.71	61.71	..	61.71	61.71
Salt .. .. .	3.11	1.25	1.28	1.28	1.28	1.28	1.28	1.28	1.28
Vegetables—									
Onion .. .. .	4.28	2.31	4.11	2.35	2.74	2.35	2.06	2.06	4.57
Potato .. .. .	4.31	4.04	4.11	4.11	4.57	4.11	5.14	6.43	10.28
Gingelly oil .. .. .	15.51	20.42	20.57	20.57	20.57	20.57	19.29	21.43	30.86
Firewood .. .. .	.31	.48	.44	.42	.38	.38	.38	.55	.44
Kerosene oil (per gallon)	.44	.34	.56	.76	.56	.68	.63	.75	.69
Standard cloths cotton manu- factures—wholesale prices.									
(i) Yarn 40 s. (per bundle of 5 lb.)	2.75	3.33	..	3.91	3.64	4.81	9.66	13.83	11.47
(ii) Piecegoods shirting (per lb.)	.66	.84	..	.76	.86	.88	1.88	3.15	3.38

(2)

## MADRAS NORTH-EAST.

(The prices given are in rupees per Imperial maund of 82½ lb. or 40 seers of 80 tolas each.)

Name of article.	1890-1894.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Rice .. .. .	3.42	5.18	5.19	4.95	4.88	5.04	4.90	5.42	7.99
Ragi .. .. .	1.81	2.77	2.91	2.74	2.89	3.03	2.73	3.29	5.69
Dhall .. .. .	2.27	3.00	4.55	5.04	6.23	6.23	4.84	5.76	9.69
Condiments and spices (turmeric).	9.45	9.82	7.88	6.84	7.28	11.43	9.75	11.36	9.47
Ghee .. .. .	30.78	45.49	55.29	42.43	46.29	48.86	55.71	61.71	78.43
Salt .. .. .	3.37	1.71	1.75	1.81	2.70	2.42	2.80	3.86	2.89
Gingelly oil .. .. .	18.97	20.29	18.86	21.57	21.57	21.57	17.87	20.00	35.69

(3)

## MADRAS NORTH.

(The prices given are in rupees per Imperial maund of 82½ lb. or 40 seers of 80 tolas  
each. For kerosene oil the unit adopted is specified below.)

Name of article.	1890-1894.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Rice .. .. .	3.55	5.73	6.03	5.42	5.18	5.14	5.33	6.45	9.40
Ragi .. .. .	1.78	2.60	2.89	3.09	2.45	2.45	3.45	3.58	5.87
Dhall .. .. .	2.95	3.85	4.11	4.84	5.44	5.20	4.98	5.82	9.08
Condiments and spices (black pepper) .. .. .	20.98	33.38	39.17	25.00	31.25	13.89	27.78	38.89	33.38
Ghee .. .. .	32.87	46.98	61.95	51.67	46.13	41.48	52.51	69.29	81.49
Salt .. .. .	3.44	1.83	1.24	1.24	1.24	2.06	2.06	2.06	2.06
Firewood .. .. .	0.40	0.89	0.86	0.44	0.37	0.37	0.42	0.52	0.51
Kerosene oil (per tin) .. .. .	2.10	2.27	1.97	2.38	2.53	2.22	2.59	3.50	3.50

## APPENDIX A—cont.

AVERAGE RETAIL PRICES OF CERTAIN ARTICLES OF CONSUMPTION  
IN INDIAN FAMILIES FROM 1890 TO 1919.

(4)

## MADRAS SOUTH.

(The prices are in rupees per Imperial maund of 82½ lb. or 40 seers of 80 tolas each. For kerosene oil the unit adopted is specified below.)

Name of article.	1890-1894.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.
	RS.	RS.	RS.	RS.	RS.	RS.	RS.	RS.	RS.
Rice .. .. .	3.65	5.71	5.99	5.81	4.94	5.32	5.38	6.22	9.60
Ragi .. .. .	2.07	3.18	3.23	3.15	2.75	2.84	3.20	3.61	6.48
Dhall .. .. .	4.19	4.82	5.64	6.09	7.01	6.07	5.00	5.83	10.52
Condiments and spices.	Chillies ..	8.49	13.35	9.71	11.77	13.46	10.15	9.84	25.14
	Tamarind ..	3.54	4.23	3.68	3.79	4.93	3.39	3.89	4.73
	Saffron ..	8.56	11.65	6.45	6.43	8.38	7.52	9.40	12.97
	Black pepper..	22.86	31.05	41.14	41.14	41.14	47.15	46.29	48.86
Ghee .. .. .	30.26	52.88	49.41	52.12	53.37	55.85	56.47	67.73	79.59
Salt .. .. .	8.30	1.84	1.22	1.23	1.23	1.49	1.48	1.48	1.52
Vegetables (onion) ..	1.15	2.67	2.95	3.72	4.56	3.54	4.02	3.65	5.68
Gingelly oil .. .. .	14.15	21.88	20.57	24.43	18.00	16.91	16.91	23.15	40.29
Kerosene oil (per tin) ..	2.27	2.44	2.06	2.06	2.06	1.85	2.58	2.50	3.17

(5)

## MADRAS WEST.

(The prices given are in rupees per Imperial maund of 82½ lb. or 40 seers of 80 tolas each. For kerosene oil the unit adopted is specified below.)

Name of article.	1890-1894.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.
	RS.	RS.	RS.	RS.	RS.	RS.	RS.	RS.	RS.
Rice .. .. .	4.00	5.50	5.14	5.02	5.09	5.31	5.27	6.07	8.34
Ragi .. .. .	1.97	3.38	..	..	..	..	..	..	..
Dhall .. .. .	3.85	6.19	5.06	6.09	8.22	6.42	4.65	5.90	9.13
Condiments and spices.	Chillies ..	10.78	13.27	11.74	10.16	15.67	13.70	8.41	16.44
	Tamarind ..	4.08	5.00	4.57	4.84	5.31	4.17	4.36	3.74
	Saffron ..	9.95	13.27	11.75	6.58	5.88	10.13	8.22	12.66
	Coriander ..	5.60	10.00	8.13	6.32	13.39	9.41	7.31	7.23
Ghee .. .. .	39.17	58.33	72.00	61.71	51.43	51.43	56.57	77.15	77.15
Salt .. .. .	8.37	1.89	1.71	2.14	2.14	2.67	1.71	2.67	2.14
Vegetables ..	Garlic ..	7.21	9.79	15.43	17.14	12.85	15.43	18.00	25.71
	Potato ..	3.21	5.00	7.71	9.00	10.29	10.29	11.57	12.86
Gingelly oil .. .. .	14.24	21.43	26.67	25.00	20.48	18.47	18.75	25.83	42.29
Kerosene oil (per tin) ..	1.83	2.13	2.30	2.33	2.33	2.95	3.00	2.64	3.08

## APPENDIX B.

HOUSE-RENTS OF SOME SMALL TYPICAL HOUSES IN MADRAS CITY  
(GEORGETOWN AND TRIPPLICANE).

	1890- 1894.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.
<b>GEORGETOWN.</b>									
<i>Fifth or Kashiawaram Division.</i>									
Lowest typical house .. .. .	96	120	120	120	156	156	156	156	156
Next higher type .. .. .	150	300	300	324	324	324	324	324	324
Next higher type (3 houses) .. {	216	336	336	480	480	480	480	480	480
	216	384	384	384	384	384	384	384	384
	216	312	312	360	360	360	360	360	360
<i>Seventh or Seven Wells Division.</i>									
Lowest type .. .. .	108	120	120	120	168	168	168	168	168
Next higher type .. .. .	120	180	180	180	180	180	180	180	180
Do. .. .. .	126	180	180	216	216	216	216	216	216
<i>Eighth or Truslyan Basin Division.</i>									
Lowest type (2 houses) .. {	120	180	180	180	204	204	204	396	396
Next higher type .. .. .	120	144	144	240	240	240	240	240	240
	144	168	240	240	240	240	240	360	360
<i>Ninth or Park Town Division.</i>									
Lowest type .. .. .	72	84	84	144	144	144	144	144	144
Next higher type .. .. .	108	132	132	180	180	180	180	192	192
Next higher type (2 houses) .. {	120	120	120	240	240	240	240	300	300
	130	216	216	216	216	216	216	276	276
<b>TRIPPLICANE.</b>									
<i>Eighteenth or Triplicane Division.</i>									
Lowest type .. .. .	100	156	156	156	156	156	216	216	216
Next higher type .. .. .	103	180	180	180	180	180	216	216	216
Do. .. .. .	188	312	468	468	468	468	564	564	564



## CHAPTER III.

*The question of provision for the recruitment of graduates at a higher initial salary for an Upper Division and the appropriate initial salary.*

## A.—CLERICAL ESTABLISHMENTS.

24. The offices in which clerical establishments were first divided in this Presidency into two branches, the Upper and Lower, were those of the Chief Engineer and Secretary to Government, Public Works Department and the Chief Engineer for Irrigation. Mr. F. J. Wilson, Chief Engineer, Public Works Department, submitted some proposals to Government in September 1908 the object of which was to improve the working of the offices in question; Mr. Wilson's idea was that, for the Lower division which was to perform mechanical and routine duties, non-pensionable men should be employed. Government, while approving the division of clerical establishments into Upper and Lower divisions, rejected the latter proposal to introduce a class of non-pensionable clerical subordinates in the offices. In 1914, Government found that the practice in the above two offices was not to keep distinct the two sections, Upper and Lower, by prescribing different qualifications and recruiting separately for each section: and the Government therefore directed that the distinction of 'Upper' and 'Lower' division should be abolished for these offices and that the whole clerical establishment should be viewed as one for purposes of recruitment and promotion. In September 1918, this decision was modified in so far as the Public Works Department (General) Secretariat was concerned, but not as regards the Irrigation Branch.

25. In the other Secretariats the arrangement in question was first introduced in 1910. Sir William Meyer, at whose instance the reform was introduced, made the following remarks:—

"In the new organization, I have adopted the separation of clerks into an Upper and Lower division, a separation which has recently been made in the Government of India in their Secretariat, which has been made here in the Public Works Department office, and which has been approved in principle by Government for the offices in Madras. The Upper division clerks will be men required for duties involving real brain work; the Lower division will consist of clerks whose work is of a more mechanical and routine character such as despatching, fair-copying, issuing and so forth. For the clerkships in the Upper division, I should insist, as we do now, ordinarily on a first-class B.A. degree, with preference of course to Honours men, in the case of Brahmans. In the case of Sudra Hindus, a second-class B.A. might be admitted if he seems to be a really superior man, and it is not possible to get an adequate complement of first-class or Honours men. For Muhammadans, Eurasians and Europeans, I would ordinarily require a B.A. degree of some sort.

"For the Lower division, the test should be the Matriculation, and hereafter the school-leaving certificate and men of the Lower division should ordinarily stop there. It happens every now and then, however, that a man of this class so improves himself, and becomes of such value to the State, that he deserves to rise into the first division, and in special cases therefore—but they should be very special—I would not preclude the promotion of a Lower division man to the Upper. At the outset too, some of our existing B.A. clerks will be classed in lower division, and these may get promotion to the higher if competent."

The Local and Municipal Secretariat and the Chief Secretariat accordingly recruited clerks for the two sections on a different basis; the Revenue Secretariat did not give effect to the change until 1912 when they found that the other Secretariats, as a result of offering Rs. 40 initial pay (minimum of Upper division) to graduates, were recruiting first-class and second-class B.As. while the Revenue Secretariat which offered only Rs. 30 as starting pay for all kinds of clerks could not obtain any but third-class B.As. The Revenue Secretariat establishment was accordingly remodelled in 1912 on the lines of the other Secretariats. The Home Secretariat which was newly formed in 1916 followed the division of clerical establishments in force in the other offices.

26. The following compares the prospects of promotion of the Upper and Lower division clerks in the Civil and Public Works Department Secretariats :—

	Upper division.		Lower division.	
	Minimum.	Maximum.	Minimum.	Maximum.
Chief Secretariat .. .. .	Rs. 40	Rs. 120 with prospects of promotion as Superintendent Rs. 150-350.	Rs. 25	Rs. 80
Revenue Secretariat .. .. .	40	Do.	30	60
Local and Municipal Secretariat .. .. .	40	Do.	30	60
Home Secretariat .. .. .	40	Do.	25	60
Public Works Secretariat .. .. .	40	Do.	30	60

27. *Board's Offices.*—Schemes for the constitution of an Upper and Lower division in the Land Revenue (including Forest) section and Settlement section of these offices which were formulated by the Board of Revenue were approved by Government in December 1913. The chief reasons adduced by the Board for making the division were, the difficulty found in obtaining suitable clerks at the then initial pay, the block in promotion due to a large number of graduates on low pay and the smallness of the number of posts on Rs. 50 and above which threatened to impair the efficiency of the office, and the necessity to ensure promotion to deserving men in lower grades and to attract intelligent educated men to the service. In February 1915, the establishment in the Court of Wards section of the Board's office was also remodelled on the same lines. The prospects of these men are as under :—

	Upper division.		Lower division.	
	Minimum.	Maximum.	Minimum.	Maximum.
Board of Revenue (Land Revenue) .. .. .	Rs. 35	Rs. 200 with Assistant's posts on Rs. 300 and 500.	Rs. 25	Rs. 50
Board of Revenue (Revenue Settlement) .. .. .	35	125 with Superintendent's and Assistant's posts also on Rs. 150-400.	20	35
Court of Wards Branch .. .. .	35	125 with a Manager's post on Rs. 300-400.	20	50

28. The arrangement which has been in force in the Chief Secretariat for nine years is said to have worked satisfactorily. It has been proposed in connexion with Mr. Tottenham's report to do away with the Lower division clerk.

*Revenue Secretariat.*—Until March 1918 both graduates and under-graduates were taken in indiscriminately for vacancies in the office on a minimum pay of Rs. 30 and on the understanding that under-graduates would not rise above Rs. 50; and graduates were then employed in both divisions. From March 1918, the distinction between the two divisions in the matter of recruitment is being strictly followed. While, under the present system, there is continuity of personnel in the Lower division and consequently less dislocation of work therein, the Revenue Secretariat authorities consider that there is no provision for Upper division clerks being given a thorough grounding in office routine, before they are put on to drafting work; this they consider to be a disadvantage.

*Local and Municipal Secretariat.*—The Local and Municipal Department refer also to the difficulty experienced in the Revenue Secretariat and lay considerable stress on the disadvantages of an Upper division clerk not having had previous training in the routine work of the office. The system, however is said to be economical.

So far as lower division clerks are concerned, the Local and Municipal Secretariat authorities say that they do not obtain good men and that the calibre of the S.S.L.C. men now forthcoming is so disappointing that they would prefer to go back to the old system of recruiting only graduates.

*Home Secretariat.*—The system is said so far to have worked well; but at the same time it is said that there is discontent in the lower division owing to their inability to rise beyond Rs. 60.

*Public Works Secretariat.*—No direct recruitment to the upper division has yet been made owing to the existence of a large number of graduates in the lower division who are being gradually absorbed in the upper division.

29. *Board of Revenue (Land Revenue, etc., Department).*—Effect has not yet been given to the division sanctioned in December 1913 of starting graduates as upper division clerks on Rs. 35 owing to there being graduates (already entertained) in the office on lower pay. Mr. Pate, the Land Revenue Secretary, says, however, "to this extent I have recognized in recent times the division of the establishment into two sections that I have generally (of necessity) started graduates on Rs. 30 or 35. The S.S.L.C. man who comes in on Rs. 25 cannot expect to go far. To enable me to do this, however, the division into an upper and lower section is not necessary; the division has practically no meaning and, I think, might as well be abolished. With a reduction of routine clerks, consequent on Mr. Tottenham's scheme, the division will be less necessary than ever."

*Board of Revenue (Revenue Settlement).*—The upper and lower divisions have not been carried out in actual practice; and work is assigned to any clerk according to exigencies of the office irrespective of whether he is in the upper or lower division. The division has been ignored and it exists only on paper—a result due to a higher maximum pay than Rs. 35 not having been sanctioned to lower division clerks.

#### B.—UPPER AND LOWER DIVISIONS IN DISTRICT REVENUE ESTABLISHMENT.

30. G.O. No. 682, Revenue, dated 11th March 1911 (which has been placed on the Editors' Table), states the reasons for which Government decided in 1911 to introduce the scheme of division of Revenue establishments into two sections, upper (with a minimum pay of Rs. 35) and lower, with separate recruitment for each—a reform which had been advocated by the Decentralization Commission in paragraph 600 of its report. In February 1912 the Hon'ble Mr. M. Ramachandra Rao moved a resolution in the Legislative Council that the dividing line should be taken at Rs. 70 instead of Rs. 35, that recruitment for the upper service should provide for a moiety of annual vacancies of appointments of Rs. 70 and upwards being filled up by a combined system of nomination and competition, the remaining half being reserved for promotion from the lower service and by nomination by Government, if necessary. The resolution was not carried.

31. Meanwhile representations were made to Government by several Collectors in regard to the restriction imposed by paragraph 7 of the order issued in March 1911; it was pointed out that considerable difficulty was being experienced in recruiting candidates for the 'lower division' as, under the Government Order, only those who had been already in service prior to March 1911 could be promoted to three-fourths of the vacancies in upper grades while persons entertained in service as ordinary clerks after that date could not rise above Rs. 30 and qualified persons were not therefore willing to start their career as lower division clerks. The Hon'ble Mr. Subbarayulu Reddiyar brought forward a resolution in the Legislative Council in April 1913 for raising to Rs. 70 the dividing line between the upper division and lower division; his object was to improve thereby the prospects of the lower division. This resolution was not carried. But Government issued orders in October 1913 withdrawing paragraph 7 of the Government Order of March 1911 and the effect of this was to permit a free flow of promotion from the lower to the upper division and practically an abolition of the difference between the upper and lower divisions.

32. The Government at the same time invited the opinion of the Board of Revenue on a scheme prepared in the Secretariat, the object of which was to throw open to the lower division a good number of higher paid posts up to Rs. 125 in order

to improve its prospects, but to impose a rigid division between the upper and lower divisions of the Revenue Department; the reply which was received in 1914 showed that a majority of the Collectors consulted and the Board of Revenue itself were against any scheme of rigid division. The Board held the view that the lower division man should have as good a chance of rising to any posts as the probationer, save for the start on higher salary which the latter gets. The Government thereupon abandoned their original scheme; and after considering other alternative proposals made by the Board, such as an increase in the number of Revenue probationers, etc., at last came to the conclusion that a few appointments should be filled annually by Government by direct recruitment to the grade of Deputy Tahsildar. The number of vacancies to be thus filled is fixed from year to year, the average over a term of years will be probably about six.

33. Further modifications have also been made which alter in material respects the scheme of division of the Revenue subordinate establishment introduced in 1911. They are—

(a) a pay of Rs. 40 has been adopted for Revenue probationers instead of Rs. 35 fixed in 1911; and Rs. 40 is now the nominal dividing line between the two divisions;

(b) for the appointment of the two Revenue probationers sanctioned for each district in order to enable recruitment to the upper division, the *graduate* qualification prescribed in 1911 has been abolished (February 1919).

34. The existing position in respect of the division of Revenue establishments into two sections is this: that the distinction between an upper and a lower division has no effective existence. The original intention of the orders of 1911 was to safeguard the prospects of men already in service on that date, and *thereafter* to restrict *all* recruitment to the upper division by graduates; the Government Order issued in October 1913 virtually abolished the division of the service into upper and lower. The existing nominal differentiation of the service into two branches serves no practical purpose save that it enables Collectors to fill a fixed proportion of Revenue Inspectors' posts on Rs. 40 by direct recruitment of men *who need not be graduates*, instead of by promotion of subordinates in lower grades.

35. It will be seen that the measures taken and in some respects modified or abandoned had ostensibly two different objects. One was the constitution of an upper and lower division amongst clerical establishments and the other was the improvement in the recruitment of the subordinate executive staff. On the latter question the Salaries Committee has not been asked to report; but the Committee cannot omit to take into consideration the fact that a large proportion of the subordinate executive staff is in some important departments of the public service recruited from the clerical ranks. So long as this system of recruitment continues, it appears to the Committee necessary that in those departments men of higher educational qualifications, than would suffice for a mere clerkship, should continue to be recruited, and to attract such men that a higher minimum salary than Rs. 30 per mensem will be necessary. This might not be the case if a system of direct recruitment to the subordinate executive staff were generally introduced. The Committee, however, cannot recommend this solution of the difficulty. Not only would such a system be much more expensive than the present plan of selection from the clerical grades, but it also appears to the Committee that in almost every department it is possible to limit the executive staff to its present strength only because of the comparatively high standard of the clerical personnel recruited under the present system. This standard could not be maintained, were the prospects of recruits limited to a clerical career. Even as regards purely clerical service the Committee considers that the ideas underlying the differentiation of such service into higher and lower branches or divisions with a separate standard of recruitment and scale of salary are inapplicable in the social and economic conditions of this Presidency. The Committee, therefore, does not recommend the division of clerical establishment into upper and lower divisions. It considers that any clerk should have the chance of promotion according to his proved merits. It recognizes, however, that in those departments (particularly the Revenue Department) where the clerical staff is the main field of recruitment for the

executive service in the lower grades there should be provision for introducing into the clerical staff men with better educational qualifications than those likely to accept service on Rs. 30 per mensem. The Committee is, however, averse to defining those better qualifications as the possession of a University degree. It agrees with the Calcutta University Commission in their view that University degrees should not be prescribed as a standard or passport for the purpose of entry into Government service. It considers that a Civil Service Commission or some similar Government organization should determine who are the possessors of the needed superior qualifications and what their initial salary should be in the case of each department. Pending the organization of such an agency the Committee would prefer that the power of Heads of Departments to make first appointments to clerical posts above Rs. 30 per mensem should remain unfettered as it now is so far as the Committee has been able to ascertain.

## CHAPTER IV.

*The adequacy of the pay of elementary school teachers and of the rates of stipends granted to the several classes of teachers while under training.*

36. Rule 82 of the Madras Educational rules recommends the following scale of salaries for adoption in elementary schools under public management, where funds permit:—

	RS.
1 teacher ... ..	8
2 teachers ... ..	10, 8
3 „ ... ..	12, 10, 8
4 „ ... ..	15, 12, 10, 8
5 „ ... ..	20, 15, 12, 10, 8
6 „ ... ..	25, 20, 15, 12, 10, 8
7 „ ... ..	30, 25, 20, 15, 12, 10, 8
8 „ ... ..	40, 30, 25, 20, 15, 12, 10, 8

The minimum of Rs. 8\* referred to here, applies only to untrained teachers at present; and the above scale refers to cases where each standard consists of one section only; if extra teachers are to be employed on account of the division into sections of any of these standards, the post or posts carry a salary ranging from Rs. 35, 30, 25, etc., down to Rs. 8 according to the standard divided.

37. For all trained and approved teachers the minimum pay has been raised from Rs. 8 to a higher amount at successive intervals as follows:—

(a) In 1912 the minimum monthly pay was raised to Rs 10 in respect of all trained teachers and approved teachers in schools under public management.

(b) With effect from 1st March 1917, this minimum was further revised as follows:—

	RS.
Trained teachers in boys' schools ... ..	11
Trained women teachers in girls' schools ... ..	12

(c) With effect from the 1st April 1919, a further modification has been made, viz., the minimum pay of trained teachers in elementary schools for boys and women teachers in elementary schools for girls under public management has been raised to Rs. 12 and Rs. 13 per mensem respectively.

38. So far as elementary schools under the management of local bodies are concerned Government have always sanctioned to them subsidies in the past to enable them to raise the pay to the scale sanctioned for Government institutions. Some local bodies, in addition to this pay, grant to the teachers concerned grain compensation allowance and some do not, the matter being left entirely to their discretion.

In elementary schools under Government management, the teachers get at present, in addition to their pay, the temporary war allowance of Rs. 6 per mensem.

A further source of income, recognized by the educational rules, to these teachers in all public schools is the capitation allowance given in each year, on calculations made on the basis of the average daily attendance of the school—vide rule 83 of Madras Educational Rules. The average amount of this is estimated at Rs. 2 per mensem. Rule 84 of the Madras Educational Rules also permits the appropriation, by headmasters of some elementary schools containing low classes, of the fees levied from pupils. It has been decided, the Committee understands, to abolish both these sources of additional income, and to increase instead the salaries. Proposals for carrying this decision into effect have been called for from the Director of Public Instruction. It is not possible for the Committee to say what increases will be made under this head.

\* Note.—Some local bodies which experience difficulty in getting men on Rs. 8, have been permitted to give Rs. 10 to untrained teachers.

39. The Committee is of opinion that Rs. 12 per mensem plus war allowance (Rs. 6) and capitation allowance (about Rs. 2) is wholly insufficient remuneration for a fully qualified teacher in an elementary school. It considers that the elementary school teacher should be a person whose influence should count in the village and who should not be an object of charity in the eyes of the villagers. It accordingly recommends that Rs. 30 per mensem be recognised as the minimum pay of a fully qualified teacher in an elementary school, war allowance and capitation allowance being withdrawn.

40. The Director of Public Instruction has suggested to the Committee a minimum pay of Rs. 25 for a lower trained elementary teacher and Rs. 30 for a higher trained elementary teacher. The Committee observes that under the Educational rules persons who have not reached the third form are accepted for training as a teacher of the lower elementary grade. In practice, the Committee understands that persons who have passed only the fifth standard are admitted for training in the lower elementary grade. It considers that this is too low a qualification and that all elementary school teachers should in time be men qualified by the higher elementary grade training and it is to, such men that it intends the minimum of Rs. 30 per mensem to apply.

The Committee recommends that assistance should be given to local bodies from Provincial revenues to enable them to raise the standard of qualification and salaries of these teachers to those recommended as soon as practicable.

Meanwhile as regards existing teachers the Committee understands that these men in some cases do not get war allowances or get less than the general rate of Rs. 6. The Committee recommends that the rate of Rs. 6 should be granted to all and local bodies should receive provincial subsidies to enable this to be done.

41. As regards stipends to teachers under training the existing rates of stipends which are provided for in the Madras Educational Rules as payable to stipendiaries in training institutions under public management are:—

*Ordinary rates.*—The ordinary rates of provincial stipends per mensem in the several departments are—

	RS.	A.	P.
Collegiate department	15	0	0
Secondary department	12	0	0
Elementary department	8	8	0

*Special rates.*—Special rates subject to the maxima specified below, may be sanctioned in the following cases by the Principals of the Training Colleges and Inspectors or Inspectresses of Schools:—

	RS.	A.	P.
<i>Collegiate Department.</i>			
Masters of Arts	20	0	0
Europeans and Anglo-Indians—			
(Masters)	35	0	0
(Mistresses)	25	0	0
Muhammadans	20	0	0
Hindu Mistresses	20	0	0
Panchamas	20	0	0
<i>Secondary Department.</i>			
Europeans and Anglo-Indians (Masters)	30	0	0
Do. do. (Mistresses)	20	0	0
Hindu and Muhammadan Mistresses	14	0	0
<i>Elementary Department.</i>			
Higher elementary stipendiaries	10	8	0
Europeans and Anglo-Indians (Masters)	25	0	0
Do. do. (Mistresses)	15	0	0
Muhammadans	10	8	0
Hindu Mistresses	10	8	0
Panchamas	9	8	0
Teachers in the Agency tracts	10	0	0

A guardian allowance not exceeding Rs. 5 per mensem may be given to caste Hindu women and Muhammadan women who do not permanently reside in the town where the school, in which they are being trained, is situated.

42. The stipendiary students are not eligible for grain compensation allowance or war allowance as they are not whole-time servants of Government; grain compensation allowance which was actually being drawn till 1914 by some students on low stipends was abolished in that year and their stipends were raised permanently by a corresponding amount.

43. In the case of teachers employed in schools under public management who are selected to undergo training, the question as to what salary and travelling allowance should be drawn by them whilst under training, is a matter which according to the educational rules has to be decided by the Director of Public Instruction or local body concerned.

44. The complaints of inadequacy that have been made against the above scales of stipends all proceed on the assumption that the stipend is not merely a grant in aid of expenses but is a salary intended to cover the whole cost of living not only of the stipendiary but also of his wife and children if he has any. The Committee cannot endorse this view. It considers that, if the salaries of trained teachers are fixed at adequate rates such as those recommended above in the case of qualified elementary teachers, the present scale of stipends may be sufficient for its legitimate purpose and need only be increased where experience shows such increase to be necessary in order to attract the desired class of student. The Committee understands that this is the case with regard to women.



## CHAPTER V.

*Whether Shorthand writing and Typewriting should be provided for by special appointments or by giving allowances to all clerks who qualify.*

45. *Typewriting.*—The existing arrangement in regard to typewriting in public offices is the following. In a very large number of offices Government have sanctioned, as part of the establishment of those offices, appointments of typists on definite scales of pay; and to all these offices typewriting machines are supplied by the Superintendent of Stationery. The qualifications required for appointment as typist are that the candidates in question should have passed only the technical examination in typewriting; and in view of the mechanical nature of their duties the general educational qualifications prescribed for appointment to a clerkship are not applied to typists' posts.

46. *Pay of typists.*—The scale at present in force is as follows:—

	RS.
Elementary grade .. .. .	20—1—25
Intermediate grade .. .. .	25—1—30
Advanced grade .. .. .	30—1—50

This rate was fixed only in 1918 as a result of the examination of the question then made with reference to memorials received from typists in several offices for increased pay on the ground of the enhanced cost of living. Inquiries made as to the rates of pay allowed to typists in private firms in Madras for corresponding work showed that, while there was no case for raising the initial pay of Rs. 20 given to typists in public offices, the maximum then allowed in these offices (Rs. 35) compared unfavourably with the amounts given in large business concerns. The Government therefore modified the scales of pay so as to allow a maximum of Rs. 50.

47. In offices where the typing work to be done is not voluminous or of important nature, Government have laid down some restrictions which limit the maximum emoluments drawable by holders of typists' posts in such offices, e.g., it has been ruled in some offices that qualifications higher than the Elementary grade, or Intermediate grade, are not essential for typists; and the effect of this is to reduce the maximum pay of the typist to Rs. 25 (if of Elementary grade), or Rs. 30 (if of Intermediate grade). To illustrate by an example, typists in Collectors' offices can rise up to Rs. 50; and the budget provides for their scale of pay at Rs. 20—1—50. In Revenue Divisional Offices, District Police Offices, Elementary qualifications have been considered sufficient and the pay budgeted for them is only Rs. 20—1—25.

48. Some heads of departments, viz., High Court, Secretaries to Government, Board of Revenue, have been vested with the power,

(i) to sanction the first supply of a typewriter for each sanctioned post of typist in their offices and in courts and offices subordinate to them,

(ii) in respect of any such office or court, where no sanctioned post of typist exists or where the number of sanctioned posts of typists is regarded as inadequate for the amount of typewriting to be done, to sanction the first supply of typewriters to clerks who have passed the typewriting test.

The effect of this delegation is that some offices, the sanctioned scale of which does not include a typist's post, e.g., a District Munsif's Court, a Taluk Office, could, under the orders of the High Court or the Board, be supplied with a typewriting machine, if one of the ordinary clerks in the offices in question had passed the typewriting examination. That is, in these offices typing work is done at no extra cost to Government except the initial outlay involved in the supply of the machine. Some District Munsifs' Courts seem to have been supplied with typewriting machines on these conditions.

49. *Shorthand.*—In regard to shorthand writing the existing arrangements now in force may be broadly classified in the following three groups:—

(a) *Offices wherein appointments of shorthand writers on specific rates of pay have been sanctioned.*—In this group fall the officers of the High Court, the appointments of steno-typists for Members of the Executive Council, etc.—

	Scale of establishment for Shorthand.
High Court .. .. .	5 (90—6—120) 2 (70—4—90)
Members of the Executive Council .. .. .	4 Steno-typists on Rs. 80—5—180.

Recently the pay of the shorthand writers in the High Court has been altered into a uniform scale of Rs. 90—10—180; and in the Secretariat, besides the permanent steno-typists for the Members of Council, a temporary post has been created for which the pay was fixed at Rs. 80 in October last and very soon after raised to Rs. 120.

(b) *Offices wherein specific rates of allowances for shorthand work have been sanctioned, which may be drawn by clerks or typists.*—A list of these allowances which are treated as 'remunerative' or 'duty' allowances is given in the Madras Supplement to the Civil Service Regulations; this list together with the list of local allowances brought up to date is printed as an annexure to Chapter XII of this Report. It will be seen therefrom that many offices have such allowances attached to them; and the more important of these are mentioned below :—

- |                                    |    |   |
|------------------------------------|----|---|
| (i) Nineteen Collectors' offices   | .. | Allowances of Rs. 10 per mensem each, which are drawn by clerks or typists.   |
| (ii) Board of Revenue              | .. | Five allowances of Rs. 10 per mensem each drawn by clerks or typists.   |
| (iii) District and Sessions Courts | .. | An allowance, varying from Rs. 15 to Rs. 30 or Rs. 40, according as the shorthand writer is Elementary, Intermediate, or Advanced grade, has been sanctioned for all District Courts. |

Other offices wherein such allowances are given are, the office of the Resident in Travancore and Cochin, the Chief Conservator of Forests, the Inspector-General for Registration, the Director of Public Instruction, the Director of Agriculture, one Deputy Director of Agriculture, the Lord Bishop of Madras, some Law officers at Madras and the Small Cause Court, Madras; the allowance generally is Rs. 10 per mensem and in a few cases it is more.

(c) *Offices getting lump allowances for shorthand work.*—The Secretariat offices fall in this category and the arrangement prevailing here is more elastic than the previous two cases above. A lump sum of Rs. 80 per mensem is placed at the disposal of each of the Secretaries to Government to be expended by them in the form of shorthand allowances to such number and amount as they may deem fit. The only restriction imposed on expenditure out of this lump grant is that the monthly allotment of Rs. 80 for each Secretary should not be exceeded.

50. There are still a number of important offices where employment of shorthand writers has not been asked for or sanctioned by Government, e.g., some Collectorates.

In recent years on the suggestion of the Hon'ble Mr. Justice Phillips, I.C.S., shorthand writers have been employed in Civil Courts to take down judgments. In 1915 Government approved of the experiment being made in all Sub-Judges' Courts and 12 selected District Munsifs' Courts; no extra establishments were sanctioned for this purpose, but an allowance was given for each of the courts of Rs. 15 or Rs. 20 per mensem according as the shorthand clerk was of the Elementary grade or of higher qualifications and it could be held by any clerk on the establishment of the court in question. In March 1919, the High Court reported that the general results of the scheme were very satisfactory and they asked for sanction to extend that system to all permanent District Munsifs of the first and second grades. This was approved by Government in April last. Recently the High Court have intimated in another connexion, that after careful consideration they have come to the conclusion that the results of empowering Sub-Judges to dictate judgments in open court to shorthand writers have fully vindicated the experiment and that the arrangement should be made permanent. As to Munsifs' Courts, the High Court state that, as the arrangement is personal to the presiding officer of the court, permanent arrangements cannot be made, but that the existing system should continue.

51. The Committee considers that the qualifications of typewriting and shorthand writing stand on a different footing. In regard to typewriting the Committee considers that the time has come when typewriting should be held to form part of the

ordinary qualifications of a clerk. It need not be prescribed as a necessary qualification for first appointment; but every clerk, or as many of the junior clerks in an office as the head of the office may think necessary, should be required to learn to typewrite as a condition of his retention in the public service. Facilities should be given to clerks to learn it by the provision of machines at Government expense. No extra pay should be given because a clerk learns to typewrite or has to do typewriting.

52. Shorthand writing on the other hand is an art requiring greater skill and practice than typewriting and special aptitude is necessary to make a good shorthand writer. The Committee considers that in offices, where good shorthand writers are required, men should be specially recruited and paid special salaries. As a general standard the Committee would suggest a rate of Rs. 70—10—150. Where, however, the grant of extra allowances has been found a sufficient inducement to get clerks to learn enough of shorthand for the purpose of taking down dictated judgments and occasional work such as in mufassal courts and Collectors' offices, the Committee would not disturb that arrangement.

## CHAPTER VI.

*Whether in view of the very high rate of house-rent now required to be paid in the Presidency town and in certain district headquarters such as Madura, it is necessary to provide peons and clerks with quarters at Government expense or to grant them special allowances to meet house-rent or to make liberal advances on a co-operative basis for the purpose of building houses on suitable free sites.*

53. The Committee is asked to formulate recommendations in regard to the policy to be followed by Government in regard to the housing of their peons and clerks at the Presidency town and district headquarters only. It will, however, serve to explain the conditions of the problem and the conclusions of the Committee if the action taken in this matter of housing accommodation in the past in different localities in this Presidency is briefly reviewed.

54. The papers show that, in some departments, quarters have been provided rent free or at concession rates of rent for clerks and menials, the reason for the concession in such cases being that public interests are served by the subordinates in question living in Government quarters specially provided for them within or near the premises of the institutions concerned. The following cases fall in this category:—

## AGRICULTURAL DEPARTMENT.

(1) *District Agricultural Farms.*—Clerks and menials employed at the several Agricultural stations in the Presidency have been exempted from payment of rent for quarters provided for them; the provision of such quarters is in the interests of farm work.

(2) *Agricultural College, Coimbatore.*—Quarters have been provided on the premises of the College for the subordinate executive staff attached to the Agricultural College and Research Institute including the clerical and menial establishments. As these persons are made to live near the College in public interests, concessions have been granted to them in the matter of rent, viz., Manager and Assistant Managers of the Central farm and others on salaries of Rs. 50 and less occupy rent-free quarters; 5 per cent rent is charged on persons on salaries from Rs. 50 to Rs. 100. Usual rent is charged on the other subordinates.

## FOREST DEPARTMENT.

(3) Quarters to accommodate nearly forty menials and five clerks of the Forest College have been built in the College estate; the town was considered to be inconveniently far away and plague-infected for six months in the year.

## SALT DEPARTMENT.

(4) *Clerks of Factory circles* are provided with free quarters so that their services may be available at all times. The clerks and menials of the office of the Assistant Commissioner, Chingleput subdivision, have also been provided with free quarters, as well as petty officers and peons at factories and fish-curing yards and those employed on patrol duty on the frontiers of Cochin, Pondicherry and like places.

(Clerks of the Madras Depot circle have not been provided with quarters, owing to want of a suitable site; they have, however, been required to live within a certain distance of the depot, and are given a house-rent allowance of 20 per cent of pay or actual house-rent paid whichever is less.)

## JAIL DEPARTMENT.

(5) *Assistant Jailors* (these are clerks) and warders in all jails except Madras have been provided with rent-free quarters. Their living in houses located near the jail is found to be conducive to the efficiency of their work.

(In Madras where a suitable site for building quarters has not yet been selected, the Assistant Jailors have been granted instead a house-rent allowance of Rs. 5 per mensem each; a large number of warders have also been granted house-rent allowance subject to the condition that they live close to the jail.)

## POLITICAL DEPARTMENT.

(6) Some clerks and menials attached to the Resident in Travancore and Cochin have been permitted to occupy rent-free the subsidiary buildings of the Residencies.

## POLICE DEPARTMENT.

(7) Some members on the clerical staff of the Special Branch, Criminal Investigation Department, occupy rent-free houses, a concession allowed to them because it is found necessary that they should live near to the office.

(8) Menial establishments of the Police Training and Central Recruits' Schools at Vellore, etc., and hospitals attached thereto: their services are such that they are required to live near the school premises. They are provided with rent-free quarters.

## OTHER DEPARTMENTS.

(9) All the superior and subordinate staff living in buildings constructed within or adjoining Government House compounds—allowed rent-free occupation.

(10) Lascars in charge of the Saluting Battery, Ootacamund, occupy rent-free quarters.

(11) Watchmen employed for watching the inspection bungalows and other Government buildings and compelled to live in the sheds provided for them in the same compound and irrigation and navigation establishments of the Public Works Department on pay of Rs. 20 and less—rent-free occupation allowed.

(12) Some attendants at the Lunatic Asylum, Madras.

55. *Presidency Town and District Headquarter stations.*—Other cases where Government have agreed to provide quarters for the clerical and menial staff at Madras and district headquarter stations, are considering such provision, or have declined to undertake such a building programme are the following:—

(a) *Madras.*—The Government have under consideration a proposal to house free of rent the menial establishment of peons, attenders, muchis, etc. (these number approximately about 1,800 men) employed in the several offices of the Presidency town. The selection of a suitable site sufficient to accommodate quarters for about 1,000 of these menials has been referred to a committee. The question of building quarters for the employees of the Government Press has also been referred to the committee appointed to consider the question of sites for public offices in Madras.

(b) *Ootacamund.*—The following have been provided with quarters:—

(i) The office establishment of the Collector of the Nilgiris.

(ii) The office establishment of the Inspector-General of Prisons—except a few in the higher grades.

(iii) The office establishment of the District Superintendent of Police.

(iv) The establishment of the District Forest Officer.

(v) The establishment of the Deputy Tahsildar.

(vi) Secretariat establishments and Government Press employees who accompany Government to the hills annually.

In 1913 the Government declined to sanction the construction of quarters for the establishment of the Sub-Court at Ootacamund for the reason that they had already spent much money in this direction and that the buildings so far constructed by Government ought to have relieved considerably the pressure in regard to housing accommodation at that station. Government first also declined on similar grounds to sanction a proposal of the Inspector-General of Registration to construct quarters for the Sub-Registrar at Ootacamund and his establishment; but he recently addressed Government representing that the housing difficulty continued as acute as ever and the Government have approved of quarters being constructed for the Sub-Registrar and his establishment of two clerks and two peons.

(c) *Madura.*—Quarters were constructed at this station for 20 clerks of the Madura Collectorate; and the usual rent was levied from them; the Collector of Madura reported, however, in 1915, that the clerks of his office did not require these quarters owing to the distance of the quarters from the Collector's office; their occupation by other clerks has been permitted and usual rent is levied.

(d) *Anantapur.*—The construction of quarters for low-paid clerks in Anantapur was urged in 1914 on the ground that the town was very insanitary and that there was no prospect of new extensions to the town owing to lack of private enterprise. Government, however, on grounds of financial stringency, postponed consideration of the question in 1915.

56. *Other stations.*—The following list enumerates the places other than district headquarters, where quarters for clerical and menial establishments are now in existence or have been sanctioned by Government :—

KURNOOL DISTRICT.

(i) *Dhone.*—Quarters for almost all Revenue subordinates have been constructed. A concession rate of rent of As. 8 each is levied from peons.

(ii) *Nandyal.*—The construction of quarters for Revenue establishments was sanctioned long ago owing to the unhealthiness of the town and failure of native enterprise to provide houses on healthier sites. The quarters have not been built yet. The Collector states that land has been acquired for the purpose.

SALEM DISTRICT.

(iii) *Harur and Yercaud.*—Quarters have been provided for the whole establishment living at these stations. At Yercaud the rent charged is 5 per cent on salary.

(iv) *Mechcheri.*—Quarters have been sanctioned for the establishment of the Sub-Registrar at this station which is a small village with insufficient housing accommodation. Detailed estimates were approved in October 1918.

ANANTAPUR DISTRICT.

(v) *Dharmavaram.*—The taluk Sarishtadar and the Tahsildar at this place have been provided with Government quarters.

BELLARY DISTRICT.

(vi) *Siruguppa.*—Construction of quarters for the taluk staff and other Revenue officials and for the Sub-Registrar and his staff has been approved. The place is so unhealthy as to seriously affect the efficiency of administration, and the provision of Government quarters was held therefore to be an urgent necessity.

MADURA DISTRICT.

(vii) *Kodaikanal.*—Quarters have been provided for the Deputy Tahsildar's clerks and peons and Revenue Inspector and rent is charged at 5 per cent.

NILGIRIS DISTRICT.

(viii) Quarters for most of the Revenue Department clerks and menials have been constructed at *Coonoor*. In Pandalur, Gudalur taluk, the Revenue Inspector and his peons have quarters provided for them; in the case of the peons the rent charged is 5 per cent.

GODAVARI DISTRICT.

(ix) The peons and clerks attached to the Public Works and Revenue Departments at *Venkatapuram* and *Dummagudem* have been provided with quarters. Rent-free occupation has been allowed to those members of the Public Works Department and Revenue Department, whose pay is Rs. 100 or less, serving in the Agency tracts at Dummagudem and Venkatapuram. The concession was extended to Forest subordinates serving in these places in 1919.

(x) Peons of the Revenue Divisional Office, Polavaram, were sanctioned free quarters in 1911; clerks and peons of the Revenue Department in Yellavaram and Chodavaram have been also long in enjoyment of free quarters.

VIZAGAPATAM DISTRICT.

(xi) *Koraput.*—The following subordinates have been provided with free quarters, some rent-free and some at concessional rates :—

(a) The establishment of the District Superintendent of Police including the Manager provided with quarters—rent levied at 5 per cent from the clerks and Manager.

(b) The establishment of the Deputy Tahsildar and Special Assistant Agent is allowed rent-free quarters.

(c) The clerks of the Public Works Department officers at Koraput and peons have been provided with quarters. Peons pay no rent.

(xii) *Narasapatnam.*—The establishment of the Police Subdivisional office, viz., two clerks and one muchi have been provided with quarters. The clerks pay 10 per

cent rent and muchi pays no rent, Quarters were so provided, as this place is a small village with almost all houses occupied by the owners and it was found difficult to find private accommodation for the establishment.

(xiii) *Palkonda*.—The clerical establishment of the Public Works Department, two clerks and four peons having been hard put to it to find accommodation owing to the congestion of the town, they were sanctioned quarters in 1911—5 per cent rent is levied from clerks and peons occupy rent-free.

(xiv) *Vizagapatam Agency*.—To induce the Revenue establishments in the plains freely to accept transfers to Agency tracts, the Government have sanctioned the concession of rent-free quarters. Quarters have not yet been constructed.

#### MALABAR DISTRICT.

(xv) *Vayittiri*.—Quarters have been sanctioned for the establishment of the Sub-Registrar and Deputy Tahsildar. Wynad is notoriously unhealthy and suitable accommodation is difficult to obtain.

(xvi) *Cochin*.—In this place the clerks of the Deputy Collector's office are granted a house-rent allowance of Rs. 3 per mensem each.

#### TANJORE DISTRICT.

(xvii) *Tiruvonam*.—This is an insignificant village with fifteen houses where the establishment of the Sub-Registrar found it difficult to get accommodation. Quarters have been sanctioned for the Sub-Registrar and his establishment.

#### TINNEVELLY DISTRICT.

(xviii) *Koilpatti*.—Proposals for constructing quarters for forty clerks and sixty peons are under consideration in the Public Works Department.

(xix) *Irrigation projects and Public Works divisions*.—Free-quarters are provided for the office and work establishments attached to the Mopad project, provided their pay is Rs. 100 or less. Similar concession has been allowed for the Siddapur project staff and subordinates in the Indravati subdivision and Kalinga subdivision.

#### AGENCY TRACTS.

(xx) Proposals are now under consideration for providing quarters for all the establishments in the Agency tracts of Ganjām, Vizagapatam and Gōdāvāri in cases where they have no accommodation at present constructed at Government cost.

57. The following are instances, where Government considered in the past the provision of quarters for the establishments, and came to the conclusion that the concession was not required:—

(a) *Gopichettipalayam* (Coimbatore district).—On the recommendation of the Collector, the Board of Revenue suggested in 1911 that Government quarters should be built at this place for the establishment of the Revenue Divisional Officer. The Board stated that suitable accommodation could not be found for the subordinates at the station. The Government held that none of the considerations which were held to justify the provision of quarters at other places applied to Gopichettipalayam. In Nandyal quarters were constructed because the town was unhealthy and private enterprise had for many years failed to provide any houses on the healthier site near the railway station. In Dhoné, a similar concession was agreed to, because the native town or village was low-lying and unhealthy. In Madura special considerations applied, and the money spent on quarters was regarded as a good investment. At Dharmavaram quarters for some Revenue officials were agreed to because, though the place had been taluk headquarter for a century, no decent houses had been ever built by private enterprise. Gopichettipalayam was held to be not an unhealthy place, nor remote; there was no evidence that private enterprise would not build houses. Coimbatore district was also very different from Kurnool and Anantapur. It was considered that, if quarters were built at Gopichettipalayam, Government would be fairly committed to the policy of building houses everywhere. The proposal was therefore negatived.

(b) *Kovur in Kistna district*.—Owing to the difficulty experienced by clerks of the Revenue Department in finding accommodation, Government sanctioned a house-

rent allowance for six months to the staff. The Board of Revenue recommended in 1914 the continuance of the house-rent allowance, but this was negatived. The Board then represented that it would be necessary to build quarters for ten clerks at least to relieve congestion in the town. The Board, however, subsequently reported in 1915 that construction of quarters by Government was not required at Kovur, as the clerks proposed to make their own arrangements.

(c) *Kaikalur in Kistna district.*—The Board of Revenue represented in 1914 that construction of quarters was necessary for the Taluk establishment at this place, as there was not sufficient accommodation in the town, which had risen into importance recently by its being declared the headquarters of the taluk. The Board was asked to prepare plans and estimates; but in November 1915, it was reported by the Board that circumstances had materially changed and that Government need not therefore build any quarters.

(d) *Coonoor in the Nilgiris district.*—The Inspector-General of Registration represented that difficulty was experienced by the Registration Department subordinates in finding suitable houses. The Government asked Inspector-General in 1918 to renew his proposals after normal financial conditions were restored.

58. An examination of the replies which have been sent by all Collectors to the reference regarding housing accommodation in their districts shows that the housing question presents difficulties at the following headquarter stations:—

#### DISTRICT HEADQUARTERS.

- |                             |     |   |
|-----------------------------|-----|---|
| 1. Coimbatore               | ... | Mr. Macqueen states that difficulty in the matter of housing is more acute here than in any other station of the district.  |
| 2. Ootacamund               | ... | Mr. Bryant reports that notwithstanding the quarters built by Government for many clerks and menials, the house difficulty exists in a more intensified form than formerly. He recommends that quarters be built for all subordinates and that the 10 per cent rent now charged should be levied on pay only and not on pay plus local allowance. The Inspector-General of Prisons has also separately asked for quarters being built here for his entire office establishment. |
| 3. Vizagapatam              | ... | Accommodation is said to be scarce and too expensive. Mr. MacIver is not in favour of house construction by Government except in the extreme cases where houses do not exist; he prefers local allowance and houses for menials alone.  |
| 4. Chatrapūr                | ..  | Great difficulty is said to be felt by clerks and peons. Provision of quarters is recommended by Mr. Cotterell.   |
| 5. Trichinopoly             | ... | Mr. Richards says that a double difficulty is felt here, viz., lack of house accommodation and distance from public offices; and he is in favour of quarters being built either at Government cost or on a co-operative basis as part of a scheme of systematic town-planning.  |
| 6. Madura                   | ... | The difficulties felt at this place are referred to by the Collectors of Raunad and Madura (Messrs. Braokenbury and Reilly): house-rents are said to be exorbitant and house accommodation limited, and some offices too far from the town: Mr. Reilly favours the construction of Government quarters.   |
| 7. Saidapet and Chingleput. |     | Mr. Wood says that great difficulty is felt at Saidapet and to a smaller extent at Chingleput.  |
| 8. Tinnevely                | ... | Mr. Cox states that great difficulty is felt here as rents are high.  |
| 9. Anantapur                | ... | Mr. Raghavayya states that peons at Anantapur require no additional facilities; clerks at this place especially in lower grades pay high house-rents. Instead of constructing quarters at great expense, which Mr. Raghavayya considers will be expensive and involve delay he suggests house rent allowances of 10 per cent of pay to officials on pay up to Rs. 100.  |

59. So far as Madura and Trichinopoly are concerned, the Chairmen of the municipal councils were asked for information regarding increase in house-rents during the past 30 years. The Chairman, municipal council, Trichinopoly, writes in reply that clerks and menials generally live as co-tenants and often shift from place to place. The rise in the rental on an average since 1890 the Chairman estimates to have been at least cent per cent in the outlying wards such as Tennur, Puthur, Woriur, etc., while the rise in the town proper, viz., Fort, he estimates to have been 200 per cent at the least. The Chairman, municipal council, Madura,



quotes figures which show that the rent of typical houses for the quinquennium 1915-1919 is 62 per cent higher than in 1905-1909.

60. As a general rule, the Committee considers that the Government should not undertake to provide houses or quarters for their clerks or menial servants. In the first place Government cannot build as cheaply or adapt its buildings to the needs of various classes of tenants so well as a private person. Next Government has not the organization, and it would be too costly to create one, to be a successful landlord to a large number of small tenants. Government subordinates are of every race, caste, creed and their standards of comfort vary very much. The Committee believes that provision of satisfactory house accommodation for its subordinates on any large or general scale is beyond the power of the Government as well as beyond its province. Lastly Government building must, in the long run, react unfavourably on private enterprise and discourage private builders and contractors. Broadly speaking the Committee would restrict the provision by Government of housing accommodation to cases where circumstances compel such provision and in all other cases would direct Government action towards removing obstacles and difficulties that may impede the full development of private enterprise, whether individual or co-operative. As regards house-rent allowances the Committee considers that, as a general rule, the salaries of clerks and peons should be fixed at rates sufficient to cover normal rates of house-rent and the Committee in arriving at the minimum or starting rates of pay proposed in Chapter II above has made allowance for the general rise in house-rent in Madras and the mufassal. In particular localities, however, where it is established that private or co-operative enterprise in house-building is impeded by removable causes the Committee considers that temporary house-rent allowances may be paid till measures can be taken to remove these causes.

61. The Committee will endeavour to apply these general principles to the circumstances of various localities so far as the Committee has been able to ascertain them.

(1) As regards the cases coming under the category described in paragraph 54 above, namely, where clerks and menials are required in the public interests to live on or very near the premises where they work, the Committee considers that houses or quarters should be provided by Government whether by building, purchase or lease as may be most economical. If the official for whom accommodation is so provided is liable to transfer to another appointment where he will not be so provided, his pay should be fixed on the supposition that he has to pay house-rent and he should be charged house-rent for occupying Government quarters. If he is not likely to be so transferred, no charge for house-rent should be made but the fact that housing is provided should be taken into account in fixing his pay. Concession rates may be allowed where the cost to Government has been abnormally expensive.

(2) The other class of cases where the provision of Government quarters is inevitable is where there is no prospect of private or co-operative enterprise supplying the need in any reasonable period. The Committee considers that this condition may be taken as fulfilled in the case of the Agency tracts generally and in some outlying mufassal stations such as Dhone, Nandyal. In the case of future proposals a local inquiry as to whether private or co-operative enterprise will not operate should be made in each case. The Committee considers that it should be rarely necessary for Government to build at district headquarter stations and doubts whether the extensive provision of quarters at Ootacamund (for establishments resident there all the year round) is not mainly responsible for the disinclination of private enterprise to build the accommodation still required. The Committee recommends that a special inquiry in the direction indicated should be made at Madura, Trichinopoly and Coimbatore with the object of determining and removing the obstacles to private enterprise. Meantime the Collectors of these districts should be requested to prepare a scale of temporary house-rent allowances with due regard to the consideration that a rise in house-rent has been or will be provided for in the general enhancement of salaries which will doubtless be carried out in consequence of the general rise of prices. The information before the Committee does not justify its making a similar recommendation regarding any other district headquarter station.

(3) In the case of Madras City the Committee does not consider that it is necessary to provide Government peons and clerks with quarters at Government expense or to grant them special allowances to meet house-rent, as, in fixing the minimum rate of salary for these classes at Rs. 3 and Rs. 5 respectively more than in the mufassal, allowance has been made for the high rates of rent prevailing in Madras. To meet the existing shortage of house accommodation and consequent high rents, the Committee recommends that Government should encourage the extension of tramways in the suburbs and particularly at the present moment to Saidapet which would inevitably result in the erection of houses along the route and also that Government should liberally support house-building on a co-operative basis by the grant of loans and in exceptional cases by acquiring land under the Land Acquisition Act and making it available for house-building. Similar measures would probably suffice to improve conditions in those mufassal towns where house accommodation is now scarce and unduly expensive.

## CHAPTER VII.

*Whether any increase in the rates of travelling allowance to Government servants of the classes in question, e.g., clerks, peons and subordinate executive staffs is necessary.*

62. The position in respect of the travelling allowance drawn by the classes of officers falling under the scope of the Salaries Committee's inquiry may be briefly summarized as follows:—

I. *Classification of officers.*—(a) Persons who hold appointments the pay or maximum pay of which exceeds Rs. 100 are classed as second class officers.

(b) Other officers in superior service—third class officers.

(c) Inferior servants—fourth class officers.

II. The chief kinds of travelling allowance drawn by these officials are—

Daily allowance.

Mileage allowances for railway journeys.

Mileage allowances for road journeys.

Daily allowances are not ordinarily admissible for any day for travelling on which mileage allowances are drawn.

III. *Daily allowance rates* are regulated as follows:—

(a) For second class officers—4 annas for every Rs. 25 of the pay or maximum pay of the appointment or fraction thereof, subject to a maximum of Rs. 3.

(b) For third class officers—2 annas for every Rs. 12½ of the pay or maximum pay of the appointment or fraction thereof, subject to a minimum of 4 annas.

(c) For fourth class officers—4 annas a day at present.

The rates specified in (a) and (b) have been in force since the eighties of last century. As regards (c) inferior servants, the rates have undergone variation from time to time. From 1883 up to about 1902 it was one anna per day for peons on Rs. 8 and less, and two annas for peons on pay exceeding Rs. 8. Since 1902, peons of various departments under this Government, getting a pay of Rs. 8 or less were admitted, on special representation made to Government, to an enhanced daily allowance of 1½ annas. In August 1907, the Government of India amended the Civil Service Regulations so as to provide a uniform rate of daily allowance of two annas for all peons. Constables were granted a daily allowance of four annas in July 1918; and since March 1919 all inferior servants in the Madras Presidency have been declared eligible for a daily allowance of four annas.

IV. *Mileage for railway journeys.*—(i) Officers of second class—get double second class fare by railway, or double first class on lines where second class accommodation is not provided on any of the trains.

(ii) Officers of third class—double intermediate class; over the railways where there is no intermediate class they get (a) double second class fare, if pay or maximum pay is not less than Rs. 50 and otherwise double third class fare where three classes are provided, (b) if there are only two classes, double the lower class rate.

(iii) Officers of fourth class—these get single railway fare by lowest class plus daily allowance for every day of absence.

V. *Mileage for road journeys.*—Mileage allowances for road journeys are calculated at the following rates:—

Officers of second class	...	...	...	...	...	...	4 annas.
Do. third class	...	...	...	...	...	...	2 „
Do. fourth class	...	...	...	...	...	...	1 anna.

The above rates regarding mileage for railway and road journeys have been in force since the eighties of last century.

VI. Some of the chief exceptions to the rules above mentioned are the following:—

(a) In the Forest Department officers of all classes below the first draw a daily allowance one-third greater than the allowance of their class.

(b) Appendix 25, Civil Service Regulations, lays down special rates of daily allowance for some officers; but there are not many classes of employees falling under the scope of the Salaries Committee's inquiry who come in this list.

(e) In some special localities—details of these will be found on pages 272–275 of the Madras Supplement to the Civil Service Regulations—where travelling has been recognized to be more costly than in other places increased rates of daily allowance and mileage are in force.

(d) Some classes of officials, details of whom will be found in Appendix 20 to the Civil Service Regulations, have been declared to be ineligible for travelling allowance for ordinary journeys within their respective jurisdiction, or to be eligible for it only under certain conditions or at reduced rates, the assumption in such cases being that pay has been fixed so as to compensate for the cost of ordinary journeys.

(e) In some cases a permanent monthly rate of travelling allowance is given in lieu of all other travelling allowances for journeys within an officer's circle of duty and is drawn all the year round, whether the officer entitled to it is at the time absent from his headquarters or not. The officers included in this category are generally those who have to tour constantly

(f) In some cases, a permanent conveyance or horse allowance is granted in consideration of a large amount of touring at or within a short distance from headquarters for which travelling allowance would be inadmissible; and these conveyance or horse allowances are drawn throughout the year.

63. From old papers recording the discussion that took place when rates of daily allowance were fixed, the Committee gathers that these rates were not intended to meet the extra cost of living of officials when on tour but only the cost of transport of themselves and their necessary luggage. The rules have been framed on this basis, as mileage is not admissible ordinarily in addition to daily allowance. The Committee considers that, having regard to the high cost of food now prevailing, the travelling allowance rules should make provision to meet the extra cost of living that officials have to incur when travelling as well as the cost of transport. This will be most conveniently done by providing for the payment of daily allowances as well as mileage allowances for journeys whether by road or rail. On the assumption that this will be done subject to the conditions stated below, the Committee proceeds to examine the adequacy of various rates now in force.

64. As regards *daily allowance*, the Board of Revenue has recommended, in view of the increase in cost of living which has affected all classes, that the present rates be increased generally by 50 per cent subject to exceptions in certain cases where for special reasons higher or lower amounts than 50 per cent over existing rates have been suggested. The Board's detailed proposals, in so far as the Salaries Committee is concerned with them, are:—

(a) *General rates*

		Daily allowance.
Second-class officers	... ..	Six annas for every Rs. 25 of pay, subject to a maximum of Rs. 4-8-0.
Third-class officers	... ..	Four annas for every Rs. 12-8-0 of pay subject to a minimum of 8 annas and a maximum of Rs. 1-8-0.
Fourth-class officers	... ..	The rate of four annas for all inferior servants sanctioned in March 1919 to continue.

(b) *Special rates of daily allowance for some officers.*

		Daily allowance.
Tahsildars	... ..	The existing batta of Re. 1 per day for absence from headquarters to be raised to Rs. 2.
Deputy Tahsildars, Sub-Magistrates and Taluk Sarshtadars exercising magisterial powers.	... ..	The existing batta of annas 12 per day for absence from headquarters to be raised to Rs. 1-8-0.
Revenue Inspectors	... ..	The existing batta of annas 8 per day for absence from headquarters to be raised to As. 12.
Assistant Inspectors of Salt, Abkari and Customs Department.	... ..	Existing daily allowance of Rs. 3 to be Rs. 4-8-0.
Assistant to the Travelling Inspector of Machines, Madras Presidency.	... ..	Existing daily allowance of Rs. 2 to be Rs. 3.

65. The Committee accepts the rates of enhancement proposed by the Board of Revenue, except in the case of fourth-class officers for whom it considers that the daily allowance rate should be raised to 6 annas and except in the case mentioned in paragraph 84. As regards the former case, it is observed that the cost of a meal in an Indian 'hotel' is, according to the report of the Board of Revenue, at present not less than 5 or 6 annas. There are various other classes of subordinate officers who are mentioned in Appendix 25 of the Civil Service Regulations as entitled to special rates of daily batta, e.g.—

	Daily allowances.
	RS.
Assistant Inspectors, Local Fund Accounts ...	2½
Local audit clerks of the Accountant-General's office, Madras.	Annas 8 or annas 12 per day according to pay.
Constables deputed to the Straits Settlements or Ceylon on duty.	Annas 8 or annas 6 per day according to localities.
	RS.
Instructor in Physical training, European schools in the City of Madras.	2½
Supervisors of the Public Works Department.	3
Overseers of the Public Works Department.	1½

The Committee thinks that the 50 per cent rate of general enhancement proposed by the Board of Revenue will adequately meet the requirements of all these officials.

66. For railway journeys, the Committee is of the opinion that the existing rates of mileage are sufficient. The extra fare is a convenient and, on the whole, a fair measure of the extra expense of railway travelling including that of food. In the case of menials, where a single fare only is paid, the Committee observes that batta is also payable. The Committee's view that travelling allowance should cover the extra cost of food as well as the cost of transport requires, however, an amendment of the rule in the Civil Service Regulations which defines a day, for purposes of travelling allowance, to mean 'a calendar day beginning and ending at midnight.' The old definition of the "day" in the Civil Travelling Allowance Code of 1883 was a period of "24 consecutive hours." In 1884 the Government of India remarked that the application of this definition was "found to give rise to inconvenience" and, after consulting several Accountants-General on the subject, they altered the definition as below :—

"Day means a calendar day beginning and ending at midnight; provided that this definition shall not entitle an officer to draw daily allowance for two days if his total absence from headquarters is less than 24 hours."

The proviso at the end of the above definition was amended again in 1895 to its present form on a representation made by the Government of Madras regarding the hardship occasioned by the operation of the above proviso in the case of short journeys performed in less than 24 hours; and as amended, the proviso since 1895 has been as follows :—

"But an absence from headquarters, which does not exceed 24 hours, is reckoned as one day at whatever hours the period begins and ends."

The effect of the rule, as it now stands, may be illustrated by an example. An officer who leaves Madras on the evening of the 1st January, arrives at Coimbatore on the 2nd morning and after staying there on the 2nd and 3rd, leaves that station on the evening of the 3rd for Madras or some other distant place, is not, according to the present rules, entitled to batta for any period of his halt at Coimbatore, notwithstanding the fact that he may have had to defray charges for two days' residence at a hotel. The Committee accordingly recommends that, in cases of halt after railway journeys for which double railway fare is admissible, each complete period of 24 hours from time of arrival should be counted as a day. When only single fare by rail is admissible, each period of 24 hours from the time of commencement of the journey should count as a day.

67. *Mileage for road journeys.*—The Board of Revenue reports that the basis adopted, when the existing rates of mileage were fixed in the eighties, was a cart-hire of 1½ annas per mile; this rate does not, however, hold good now and in many cases as much as 4 annas is said to be the prevailing rate. For the sake of

uniformity, the Board has adopted 3 annas per mile as a reasonable rate of cart-hire and it has determined on this basis the enhanced rates of mileage to be granted to the various classes of officers. The increased rates proposed are —

	Existing rate in annas per mile.	Proposed rate in annas per mile.
For second-class officers ... ..	4	6
For third-class officers ... ..	2	3
For fourth-class officers ... ..	1	2

The Committee would refer to its recommendation in paragraph 63 above that travelling allowances should cover the cost of food as well as of transport. The following are the chief restrictions in existing rules that militate against this principle:—

(i) Mileage for road journeys becomes payable under article 1065 (ii) of the Civil Service Regulations only if the officer travels more than 20 miles by road and in that case no daily allowance in addition is admissible; for journeys of over five miles from or to headquarters and up to 20 miles, the travelling allowance admissible is only the daily allowance.

(ii) If a non-gazetted ministerial or menial officer travels by public or hired conveyance, under the certificate from the head of the office that he was required to do so, then he may be given *actual expenses* within the limit of the mileage rate admissible for his class but no daily allowance in addition thereto. The Government of Madras have issued orders to the effect that menial servants, including peons, muchis and attenders should not be permitted to exchange daily allowance for mileage by road, save where the journey is by boat or public conveyance.

The Committee, therefore, recommends that the existing rates of mileage and daily allowance should be enhanced to those proposed by the Board and that daily allowance should be granted in addition to mileage for all journeys of over five miles' distance by road.

63. *Permanent travelling allowances.*—The power which was formerly exercised by the Government of India of prescribing the classes of officers who should be allowed to draw permanent travelling allowance has been vested since 1912 in local Governments. The Madras Supplement to the Civil Service Regulations gives the latest list of officers in this Presidency drawing travelling allowance in this form.

	Rate of allowance per mensem.	Remarks.
	RS.	
1. Field establishments of the Survey department in the Madras Presidency only when working in the field—		} Prior to 1911 the establishments in survey parties were not eligible to draw travelling allowance for journeys performed by them within their jurisdiction and their pay was considered to have been so fixed as to compensate them for the cost of these journeys. This Government suggested in 1911 that travelling allowance under ordinary rules should be granted; but the Government of India proposed instead fixed travelling allowances. The allowances specified in column 2 were thereupon adopted.
(a) Sub-Assistants (first class) on pay of Rs. 250 ... ..	40	
(b) Sub-Assistants (second and third class) pay Rs. 200 and Rs. 150 respectively or Head Surveyors when placed in charge of sections. ...	30	
(c) Head Surveyors (all classes) pay Rs. 100, Rs. 80 and Rs. 60; or Deputy Surveyors when placed in charge of sub-sections ...	20	
(d) Sub-Assistants' clerks and draftsmen (pay Rs. 15 and Rs. 20) ...	5	
(e) Sub-Assistants and Head Surveyors' peons, pay Rs. 7 ...	3	
2. Inspector of Excise, Villupuram Circle, Inspector and two Assistant Inspectors, Madras Town Circle ... ..	60	
3. Deputy Rangers and Foresters in charge of training ranges in Madras ...	12	

	Rate of allowance per mensem. RS.	Remarks.
Deputy Rangers and Foresters not in charge of ranges may be granted under orders of Conservators of Forests, permanent travelling allowance not exceeding Rs. 8 ... ..	8	Article 1050, Civil Service Regulations.
<b>4. Educational department—</b>		
(a) Sub-Assistant Inspectors of Schools in Hill tracts of Northern Circars.	50	.....
(b) Sub-Assistant Inspectors of Schools in Nilgiris district, Coorg, Malabar, South Kanara and North Coimbatore ... ..	37½	.....
(c) Sub-Assistant Inspectors of Muhammadan Schools ... ..	35	.....
(d) Other Sub-Assistant Inspectors of Schools, except those mentioned above and those placed in charge of districts as District Assistant Inspectors ... ..	25	.....
<b>5. Supervisors of Elementary Schools—</b>		
(a) Those in the Hill tracts of the Northern Circars ... ..	25	} This class of officers, who excepting a few in Agency tracts were local fund subordinates, were with the approval of the Secretary of State provincialized with effect from 1st March 1909. In that year the rates of allowance specified in (a), (b) and (d) were fixed with the approval of the Government of India. In the case of men in charge of Muhammadan schools the rate was raised from Rs. 12½ to Rs. 15 in 1911 owing to the larger area of their jurisdiction. This rate of allowance was fixed in 1915 with the approval of the Government of India.
(b) Those in Malabar, South Kanara and North Coimbatore ... ..	18½	
(c) Those in charge of Muhammadan Elementary Schools ... ..	15	
(d) Other Supervisors ... ..	12½	
<b>6. Special Veterinary Assistant employed in the Forest department (pay Rs. 50—75) ... ..</b>	<b>20</b>	
<b>7. Deputy Inspectors of Vaccination ... ..</b>	<b>20</b>	

69. The Finance Committee of 1886 objected to the system of permanent travelling allowances on the ground that it held out no inducement to the proper performance of duty, but gave the most profit to those officers who neglected their duty and travelled least; the Government of India endorsed this view and abolished in the eighties the permanent travelling allowances which were then being drawn by all superior classes of officers in this Presidency, e.g., Collectors of districts, Sub-Collectors, Forest officers, etc. In 1895 the Government of India, adhering to the above view, declined to sanction a proposal of this Government to sanction permanent travelling allowances to Tahsildars, but gave them instead a fixed daily allowance of Re. 1 for days of absence from headquarters.

70. The Salaries Committee considers that a system of fixed travelling allowances has obvious advantages in the case of officials who have to tour regularly. Such a system results in saving of time to superior officers, in saving of the labour involved in the preparation and check of the travelling allowance bill by the office and it further simplifies audit work in Account offices. The Government of India have in recent years recognized the advantages of the system and they circularized local Governments in 1914 intimating that permanent travelling allowances might be more widely adopted than in the past in respect of officers who had to tour for large periods subject to the following conditions:—

(a) The new system should not involve any increased expenditure to the State but should merely be an alternative application of the contract system already in force in regard to mileage and rail journeys.

(b) The question of fixed versus ordinary travelling allowance must be decided not generally, but with reference to particular officers or classes of officers.

71. For these reasons the Committee is unable to recommend a proposal made by the Educational department that the Sub-Assistant Inspectors, who are now in-

receipt of permanent travelling allowances, should be brought under the ordinary rules. The Committee is inclined to think that the advantages of substituting this kind of travelling allowance for ordinary travelling allowance should be re-examined. There are large number of subordinate executive officials who have frequently to tour in several departments, e.g., Revenue, Salt and Abkari, Settlement, Forest, Police, Sanitation, Agriculture, Veterinary, Minor Irrigation and Public Works Departments.

72. The Committee does not feel competent to say of each official whether or no he should be given ordinary or fixed travelling allowance. It would, however, lay down general principles to be applied by heads of departments if approved by Government. The following rules are suggested:—

(1) Ordinarily, travelling allowance should be drawn in accordance with the daily and mileage rates recommended.

(2) Travelling allowance should not form part of salary. The Committee would observe that the treatment, as part of pay, of the allowance which is intended to compensate for the cost of ordinary travels within jurisdiction results not only in the *raison d'être* of travelling allowance being obscured, but also in additional expenditure on account of liability for pensionary and leave charges.

(3) Travelling allowance should take the form of fixed monthly allowance where the nature of the official's duties is such (a) that he is required to be travelling for a definite number of days each month, and (b) that he has little or no discretion as to his itinerary. For example a Tahsildar and a Sub-Assistant of Survey both may come under (a) but only the latter under (b); a Tahsildar is not bound down to a particular itinerary but can pay repeated visits on various pretexts to favourite places and avoid out-of-the-way or unpleasant spots.

(4) When monthly travelling allowance is given, it should be calculated with reference to the amount that would on the average be drawn by the officer under the ordinary rules (i.e., revised as recommended by the Committee).

73. *Conveyance allowances.*—The Government of India exercised till 1912, the power of prescribing the classes of officers who should be declared eligible to draw this allowance and the amounts to be so given to them; since 1912 the power of making additions to this list subject to certain specified conditions has been vested in the Local Government. The latest\* list, in so far as subordinates falling under the scope of the Salaries Committee are concerned, is given below:—

Designation of officers.	Rate of conveyance allowance.
	RS.
(i) Land Revenue—	
1. Tahsildar, Madras town ... ..	40
2. Three Revenue Inspectors, Madras ... ..	20 each
(ii) Salt department—	
3. Two Sub-Inspectors, Cochin frontier, one Sub-Inspector, Wynaad, two Sub-Inspectors, Nilgiris ... ..	} 15 each.
One Sub-Inspector, Vedaranniyam circle, Tanjore district ... ..	
Two Sub-Inspectors, Karaikal frontier, one Sub-Inspector, Mahe Frontier ... ..	
Sub-Inspector, Narasapatam range, Polavaram Circle ... ..	
Sub-Inspector, Manjakuppam range ... ..	
(iii) Assessed taxes—	
4. Income-tax Inspectors, Madras ... ..	20
(iv) Excise—	
5. Two Sub-Inspectors, Wynaad, (the Nilgiris and Malabar) ... ..	} 15 each
One Sub-Inspector, in charge of the supervision of breweries, the Nilgiris, one Sub-Inspector, Abkari Warehouse, Coonoor ... ..	
(v) Forest department—	
6. Forest Rangers ... ..	15 „
(vi) General Administration—	
7. Chief Superintendent, Outside Audit, Accountant-General's office ...	25
(vii) Law and Justice—Courts of Law—	
8. Head clerk of the Registrar of Joint Stock Companies ... ..	5
Second clerk do. do. ... ..	4

\* This statement omits officers employed in Bangalore, Customs officials, and high officials including Superintendent, Government Press, etc.



Designation of officers.	Rate of conveyance allowance.
	RS.
(viii) Police—	
9. Inspectors of Madras City Police and Manager, Finger Print Bureau ... ..	25
10. All Sub-Inspectors, Madras City Police, Sub-Inspectors, Ootacamund and Coonoor Circles in the Nilgiris .. ..	20 each
11. Inspectors and Sub-Inspectors, Madras (excluding those in Training Schools and C.L.D. and Circle Inspectors) ... ..	15 „
(ix) Education—	
12. Assistant Inspectress of Girls' Schools, Madras Girls' Range ...	30
13. Lecturer in Kindergarten, Teachers' College, Saidapet ...	30
14. Inspecting Schoolmaster, Muhammadan Schools, Madras ...	10
(x) Medical—	
15. Assistant Lady Superintendent, Government Maternity Hospital, Madras... ..	20
(xi) Co-operative department—	
16. Inspector, Co-operative Societies, Madras ... ..	10
(xii) Scientific and other Minor Departments—	
17. Curator, Government Gardens, the Nilgiris ... ..	25
(xiii) Civil Works—	
18. Boat Superintendent, Kistna delta ... ..	5
19. Upper and Lower Subordinates of the Public Works Department at the discretion of the Superintending Engineers a conveyance allowance not exceeding ... ..	30 and 15 respectively

74. The above allowances were fixed at different times for different classes of officers. The scale for guidance which was laid down first in 1888 by the Government of India and has since been followed generally for purposes of determining horse allowances required, in individual cases is the following :—

	Maximum amounts per mensem.	
	Horse.	Pony.
	RS.	RS.
(i) That the cost of maintaining a horse or pony is—		
In expensive places ... ..	30	20
In ordinary places ... ..	25	15
(ii) That a horse and carriage cost Rs. 50 per mensem.		
(iii) That occasional conveyance in and about a large town costs—		
	RS.	
Officers on salaries of Rs. 100 to Rs. 300 ... ..	20	
Do. below Rs. 100 ... ..	15	

Where a bicycle is permitted to be kept instead of a horse, as a means of conveyance, the allowance given is Rs. 5 per mensem.

75. The Committee considers that conveyance and horse allowances should be paid only when travelling allowance is inadmissible, i.e., when the officers' duties require frequent moving about within a radius of 5 miles or so. It should not be payable only to meet the cost of going to and from office. Nor would the Committee suggest its payment in cases where a bicycle would practically suffice as the means of locomotion. The Committee, however, recommends a system of Government advances to be freely given to all employees above the rank of peons for the purchase of bicycles or other similar conveyances, if their duties are such that possession of the conveyance would promote their efficiency. The amount of the allowance, when it is a question of a conveyance and not of a horse, must vary according to the local circumstances and status of the officer. The Committee does not propose any rule except to say that it should be sufficient having regard to the circumstances and status of the official. In the case of a horse the Committee considers that not even a jutka pony can be kept anywhere for less than Rs. 30. They would double the rates for horses and ponies laid down in 1888 and quoted in paragraph 74 above. Having regard to the cost of horses (and ponies) now, the Committee would recommend

that the keep of a horse (and pony) should not be required in any case, where a bicycle could possibly suffice. If Police subordinates must have horses, which the Committee much doubts, they should, in the opinion of the Committee, be provided and kept at the cost of Government.

76. *Travelling allowance in special localities.*—A list of the localities where travelling has been recognized to be more expensive than in other places and where increased rates of daily allowance or mileage or both are permitted to be drawn is given in the Madras Supplement to the Civil Service Regulations, pages 272–275. The power of prescribing the list of places where travelling may be considered to be more costly than elsewhere and the increased rates of travelling allowance which may be given was, till 1909, exercised by the Government of India; and in that year this power was delegated to the Local Government. A Special Committee consisting of the Surgeon-General, Inspector-General of Police, Director of Public Instruction, Accountant-General, Director of Survey and a Secretary to the Board of Revenue was appointed in 1881 to revise and consolidate the travelling-allowances of all departments in special localities and to prepare a general list specifying the classes of officers whose travelling allowance should be increased, the proportion of the increase to be so granted, and to lay down precisely the tracts of country for journeys in which such increase should be given. A final list was issued in 1883 as a result of the consideration of their report by the Local Government and the Government of India; and it was included in the Civil Travelling Allowance Code of 1883. To this list additions have been gradually made from time to time. The Board of Revenue now is of opinion that the daily allowances of three times and four times the ordinary rates granted to third class and fourth class officers of the Malabar and South Kanara districts when they visit some special localities is capable of reduction; the Board of Revenue is also considering reports of local officers on the subject of travelling allowance in special localities. The Committee is not in a position to judge the respective claims of these special localities to preferential treatment in the matter of travelling allowance, nor to say what the increased rates should be. It would point out, however, that as a result of opening up of communications, extension of railways, etc., the cost of travelling in some of the localities formerly considered exceptionally expensive has decreased. Having regard to the increased rates of daily batta and the more liberal rules regarding travelling allowance for road journeys which it has recommended, the Committee thinks that some economy might be effected by curtailing the list of special travelling allowances in special localities. The matter requires detailed examination by experts and the Committee recommends that this should be undertaken.

## CHAPTER VIII.

*The cases in which it is desirable to adopt (a) an incremental or time-scale system, and (b) an arrangement of grades.*

77. It will be useful at the outset to state clearly the meaning of the terms incremental pay, time-scale pay, grade pay as understood by the Committee. By incremental pay the Committee understands a progressive scale of pay attached to a particular appointment; for example, a post on Rs. 100 per mensem increasing by annual increments of Rs. 5 to Rs. 150 per mensem would be one on incremental pay. By time-scale pay is understood a progressive scale of pay attached to a particular individual member of a regular service, however employed, for example, a sub-assistant surgeon who starts his service as such on a salary of Rs. 50 per mensem and continues to be a sub-assistant surgeon receiving annual rises till his salary is Rs. 100 per mensem would be on a time-scale. Grade pay has reference to a system by which all officials of a certain class, e.g., the clerks in an office, are paid at different rates and promotion from a lower to higher rate takes place only when a vacancy occurs among those drawing one of the higher rates.

78. The comparative advantages and disadvantages of progressive and graded scales of pay in the case of clerical establishments and in that of executive staffs have been much discussed. A summary of the results of some past discussions will be useful to explain the reasons for the Committee's conclusions in this matter.

79. In 1886 the Finance Committee, appointed by the Government of India to report *inter alia* on the question of economizing expenditure, discussed in a circular letter addressed to Local Governments the advantages and disadvantages of a progressive scale versus a graded scale as applied to office establishments as well as executive officers of Government; and they invited the views of Local Governments on the subject. The Madras Government consulted all heads of departments and finally they came to a conclusion of agreement with the views of the Finance Committee regarding the general inadvisability of adopting the progressive scale except in certain cases. The following is a summary of the views expressed:—

## DISADVANTAGES OF PROGRESSIVE SCALE.

(i) *Finance Committee's views.*—Salaries rising by periodical increments from a minimum to a maximum are an unnecessarily expensive method of remunerating service. They cost to Government a good deal more than the theoretical mean between the minimum and the maximum. In large offices where there is a flow of promotion, the graded system is more economical than the progressive scale.

The calculations of the Accountant-General supported the above view; and the Government in agreeing recognized that under the progressive scale system the pensionary liability imposed on State would also be greater.

(ii) *Finance Committee's views.*—Progressive salaries are not as valuable either to actual or prospective holders, or as much appreciated by them as a fixed salary at the mean amount would be; that is, a fixed salary of Rs. 250 is more valuable, whether as present remuneration or as a prospective promotion, than a salary which begins at Rs. 200 and rises to Rs. 300, but is apt to present itself to the expectant as a certainty of Rs. 200 only, with subsequent increments which, when they accrue, make too small a difference to be appreciated—an effect which is increased by the uncertainty of the action of the rules which determine the increments.

(iii) *Finance Committee's views.*—The extreme complexity of the rules which regulate progressive salaries causes also no small amount of administrative trouble.

This view was agreed to by the Accountant-General. The Director of Public Instruction reported that the system of progressive salaries leads to complications in working more especially in arranging acting appointments.

(iv) The Government of Madras, in expressing agreement with the Finance Committee's views, expressed the opinion that the system of progressive salaries tended to encourage dull respectability of performance and not zealous work.

#### ADVANTAGES OF PROGRESSIVE SCALE.

*Finance Committee's views.*—When the appointment is one which is the highest in its particular branch or department, it may be desirable to retain in it an officer whose special knowledge of the work makes him more valuable than he would be if employed elsewhere; and this is best done by giving him an increment of salary, substantial increments being given after long intervals in preference to continual small increments each year. This view was endorsed by the Government of Madras.

80. The question of adopting a progressive scale has been considered by the Government on various occasions subsequent to 1886, but all the cases recapitulated below relate to clerical establishments only:—

Office establishment for which question was considered.	Decision arrived at.
(i) Office establishment of the Inspector-General of Police consisting of 57 men.	A proposal to introduce incremental scale for the clerks in order to secure 'flow of promotion' was negatived in 1908 on the grounds (i) that the office was large enough to provide prospects of promotion, without incremental scale; and (ii) that progressive scale would be more costly.
(ii) Office establishment of the Surgeon-General with the Government of Madras.	Do. do.
(iii) Office establishment of the Board of Revenue—all departments.	A proposal made by the Board of Revenue to introduce incremental scales of pay on Rs. 30—40 and Rs. 40—50, instead of the grades up to Rs. 50 was negatived by Government in 1908 for the reasons that it was opposed to the conclusions regarding progressive salaries arrived at in 1886; and also because the Board's office was considered sufficiently large to admit of a regular succession of grades and to ensure a proper flow of promotion.
(iv) Police offices in the mufassal—	
(a) Low paid clerks.	A proposal made by the Inspector-General of Police in 1908 to introduce incremental pay for the lowest paid clerks in Police offices in the mufassal was negatived by Government in 1909 for the reason that it was opposed to the conclusion arrived at by Government regarding progressive salaries in 1886 and also on account of the disproportionate cost involved.
(b) Appointments of Managers and Accountants in District Police offices.	These appointments were till 1918 borne on a Presidency list, i.e., the men while being attached to the same office got promotion according to a scale prepared for the Presidency as a whole, which provided four grades of Managers between Rs. 100 to Rs. 175 and three grades of Accountants between Rs. 60 to Rs. 80 and their appointment vested in the Inspector-General. In June 1918 Government decided to abolish the Presidency list, and to delegate to Superintendents of Police the power to appoint Managers and Accountants for their offices. To compensate for the loss of promotion obtainable under the grade scales, these appointments were put on a progressive scale of Rs. 100—175 and Rs. 60—80.
(v) High Court establishment.	A proposal made by this Government in 1909 to the Government of India in connexion with the revision of High Court establishment to introduce incremental rates for the posts of Senior Bench Clerks and Deputy Managers was negatived by them. The Government of India then remarked as follows:— “ . . . The system of progressive pay is attended with many administrative inconveniences without any compensating advantage that cannot be secured otherwise; while on the other hand the fixed pay system, if properly worked, ensures a more equable flow of promotion and is a better incitement to good work.”

81. In 1910 the Resident in Travancore and Cochin who had an office establishment consisting of 14 clerks asked that an incremental scale of pay might be granted to his office instead of graded pay, as the establishment was very small and had little prospects of promotion. In connexion with the case, Sir William Meyer, then Chief Secretary to the Government of Madras, recorded the following note :—

“As regards the question of incremental *versus* fixed pay the argument in favour of the former is that in cases in which a man cannot expect further promotion for a long time to come the incremental system is an equitable method of recognizing that his value to the State in his existing post increases, or should increase, with the length of time that he holds it.

“On the other hand, incremental scales involve additional accounts work and a certain amount of complication in respect to acting allowances and tend to encourage mediocrity for it is rarely that a man is punished for unsatisfactory work by stopping his increments.

“If this were an ordinary office, I would confine incremental pay to the Manager, Treasurer, and Assistant Treasurer, whose work is of a special character, and the typists, letting the clerks rise by promotion from one fixed scale of pay to another. Looking to the fact, however, that the Resident's office is small and isolated, I think that it is as well to give incremental pay to the clerks also.”

82. In 1916, Government considered the question of introducing an incremental scale of pay for low-paid clerks of the Revenue department in order to lighten the work of district officers in making promotions amongst such clerks. Under existing rules, whenever a clerk or subordinate on say Rs. 40 per mensem in a Divisional or Collector's office goes on leave, a chain of acting appointments has to be made; and the making of such appointments becomes a matter of great complexity when a number of officers are on leave, no matter for however short a period. It was therefore proposed to stop the practice of giving acting promotion to clerks in the lower division of district revenue staff, and to put all low-paid clerks on a progressive scale of pay and give them promotion by fixing the increment at Re. 1 every two years. The Accountant-General reported that there would be an increase in audit work caused by the check of increment certificates, but that the proposal to stop acting promotions would result in a reduction of work in his office in the check of absentee statements which would more than compensate for the increase of work in other directions; and that he therefore would welcome the change.

The Board of Revenue (Land Revenue) which was asked to report on the point after consultation with Collectors of districts, however, reported adversely:

(i) The Board's report showed that only three Collectors were in favour of the change, while ten were against it and others were inclined to think that the saving of work would not be great.

(ii) The assured prospect held out by Government of a biennial increment of Re. 1, and the attainment of maximum of Rs. 35 after thirty years was held not to be as advantageous, as the prospects afforded by the existing graded scale.

(iii) Men of good qualifications would not, it was said, be inclined to enter the lower division; and the poorness of prospects offered by the incremental system, it was reported, would have a most demoralizing effect on the ranks of the service.

(iv) It would be impossible, it was urged, to differentiate good men from bad; long service would be at a premium and merit at a discount.

(v) It was pointed out that, under the existing system, it was easier to reward good work by promotion; under the proposed system stoppage of increments for bad work would become saddled with the formalities of framing charges.

(vi) The proposed system would result in a heavy sacrifice of efficiency and in the creation of a self-confined lower division, debarred from promotion to higher posts.

The Government, therefore, decided to abandon the scheme of incremental rates of pay; but at the same time, in order to relieve district officers of the work connected with the calculations of chains of acting promotion, they sanctioned experimentally in North Arcot a leave reserve system in the district establishment under which acting promotions are not made to posts on less than Rs. 35 per mensem.

83. Notwithstanding the objections of the Finance Committee of 1886 to progressive pay, which objections applied both to *clerical establishments* and to *executive staffs*, payment by a time-scale of pay has in recent years come to be accepted as a suitable method of remunerating persons in higher Executive services, e.g., Engineer service, Forest service, etc., and it is now actually in force in several departments. Further, the recent Public Services Commission have, in paragraphs 50-51 of their report, condemned the graded system of remuneration as presenting many difficulties and hardships in actual practice; and they have accordingly recommended that the graded system should, wherever it exists, be abandoned and that all salaries should be paid in future generally under the incremental or time-scale system subject always to the proviso that no increment be given as matter of right. So far as *subordinate Executive services are concerned* this Government have, in some cases in recent years sanctioned the introduction of time scales of pay instead of the graded pay system formerly in force, e.g., in the case of sub-assistant surgeons of the Medical Department, sub-overseers of the Minor Irrigation Department.

84. So far as clerical establishments are concerned, the Committee while recognizing the disadvantages of a progressive scale of pay is impressed by the consideration that heads of Government offices change so frequently that clerks while in the lower-paid ranks are in practice not likely to obtain that recognition of their individual deserts that is necessary for the successful working of a graded system. The Committee, therefore, recommends that an incremental scale of pay be attached in each office to those clerical posts the duties of which are mainly mechanical and routine. With reference to its recommendation in paragraph 23 of Chapter II above, the Committee would suggest an incremental scale for the routine section of each office of Rs. 30—1—60 (in Madras Rs. 35—1—65). The other clerical posts should, the Committee considers, be on a graded scale in all large offices and, where there are prospects of promotion, it should apply to higher ministerial or to executive posts. Promotion from the men on Rs. 30—1—60 to the other posts should be entirely by selection of the best men as vacancies arise. Thus those unfit for promotion will reach and remain at Rs. 60 per mensem which will enable them to draw a pension of Rs. 30 per mensem. In those small offices, however, where the clerks have little or no prospects of promotion outside the office and in the case of individual clerical appointments where there are special reasons for keeping the same man in the appointment for a considerable period (such as the appointment of cash-keeper) a more extended incremental scale to compensate for the disadvantages of the post would be appropriate.

Having regard to the incremental scale recommended for routine clerks, the Committee would limit the rate of daily allowance in their case to As. 12—(vide paragraph 65 supra).

85. In the case of executive staffs the relevant considerations are somewhat different. The propriety of a time-scale, incremental scale, or graded pay for the executive subordinates of each particular service will be briefly dealt with in Chapter X below in comparing the salaries paid in different departments to officers of corresponding grades; but the Committee will here briefly review and state its opinion on the general considerations involved. The main advantages of a time-scale, in its application to the higher Executive services have been stated as below:—

(a) WITH REFERENCE TO THE FOREST SERVICE.

*Firstly.*—Each officer will be able to calculate with certainty the exact amount of pay which he will receive as a minimum during each year of his service. The time-scale system thus eliminates the element of chance, which so much affects an officer's prospects under the arrangement of payment by grades. At present, seeing that an officer's promotion depends upon the number of vacancies which may happen to occur in the grades above him, no one can tell with any certainty what his prospects are; and an officer may, through no merit or demerit of his own, at one time benefit by a sudden rush of promotion, and at another be kept back for years by a block.

*Secondly.*—A time-scale will remove the inequalities of promotion in different years which so often occur under the grade pay system, and are inevitable in small provincial cadres. Nothing makes an officer more discontented than to find that, through no fault of his own, his pay is less and his prospects worse than those of other officers, no abler than himself and of the same standing as his own, in other years.

*Thirdly.*—Under the grade system, unless the number of recruits is carefully calculated and maintained on a regular standard, inequalities in promotion necessarily result. If, in any year, the number of recruits is larger than the normal, this means a block of promotion, both to them and to their juniors all through their service; while, if the number of recruits is smaller than the normal, they and their juniors will benefit all through their service by an unfairly rapid rate of promotion. Under the time-scale system, whatever be the number of recruits in any year, small or great, each man, both of that year and the years below, will receive the same rate of personal pay in every year of his service, until the time comes for his selection to a higher post.

(b) WITH REFERENCE TO THE EDUCATIONAL SERVICE.

There is accumulating evidence of the unsuitability of the graded system to the Provincial Educational services, in which, as is remarked by one Local Government, a large number of heterogeneous appointments, some of which require special qualifications, are massed together in one cadre. Some members of the service arrive at it by promotion from the subordinate ranks, others are appointed to the lowest grades of it at the beginning of their service, and between those two classes, especially if the work in which they are engaged is different, common grade promotion, whether by merit or by seniority, is open to obvious objections. The grade system also appears to offer needless difficulties to the recruitment of men at a higher initial pay than that of the lowest grade; and while, in order to secure the employment of properly qualified men, such recruitment is occasionally most desirable, it is not compatible with the principles on which a graded system is founded and recourse to it must necessarily cause discontent. Again, it not infrequently happens that a Local Government desires to recruit an officer for a special post which requires a scale of remuneration proper to itself, beginning above the ordinary minimum, and not rising to the ordinary maximum; and there is no satisfactory way of including such an officer within the cadre of a graded system.

(c) WITH REFERENCE TO THE IMPERIAL CUSTOMS SERVICE.

In a small service, such as the Imperial Customs Department, recruitment has necessarily to be effected by employing men when they are wanted instead of in accordance with a fixed scale based upon the normal annual decrease or casualty rate. The result of irregular recruitment is inequality in promotion, and the principle of a time-scale of pay has therefore been adopted in recent years in several services possessing small cadres. The Imperial Customs Department has been in existence for seven years only, but under the existing graded system, the promotion of the junior men is already becoming unsatisfactory, and that of future recruits is likely to be seriously retarded.

§6. The above remarks made with reference to the higher administrative posts are of course only *partially* applicable to subordinate executive services. The Public Services Commission have, in paragraph 50 of their report, pointed out some defects in the system of graded remuneration and the following remarks apply fully to subordinate executive posts:—

(i) The graded system conflicts with the interests of Government in that it leads to constant manipulation of the numbers in various grades to mitigate blocks as they occur in the flow of promotion. This tends to conceal what is being done in the matter of salaries and so weakens financial control.

(ii) The graded system is wholly unsuited either to a growing service or to one which has been newly formed; in the first instance because every new post created involves appointments in the higher grades to keep up the proportion in the various grades and in the second instance because the top grades are reached soon by junior officers who should have gone there at the end of their careers, and thus a wrong standard of expectation is raised.

(iii) Besides the financial uncertainty involved in the graded scale and its unsettling effect on the minds of officers, there is a further hardship caused when services happen to be *over recruited*. A block in promotion then arises from which there is little or no redress. When the service is *depleted*, on the other hand, the graded system causes to the State unduly extravagant expenditure.

87. The Committee is therefore of opinion that in those departments or services, where persons of about the same age are directly recruited and where all are employed on much the same or similar duties and where there is not much scope for individual ability and initiative, a time-scale has obvious advantages. The Committee would instance certain ranks in the Engineering, Medical, Agricultural and Veterinary departments. In services where there is no direct recruitment, or where recruitment is *partly* direct and partly by promotion from subordinate ranks, or where there is a considerable difference in the work of the senior and junior members the suitability of a time-scale is more doubtful and the proper arrangement would more likely be a system of incremental pay at different grades. Under a graded scale the best men can be, and usually are, rewarded with promotion and thus advanced more rapidly than less deserving men. With a time-scale the increments to undeserving men can in theory be withheld, but this is difficult in actual administration, and besides exceptionally good and average good men are treated alike. The Committee would therefore in the class of cases in question prefer a system which provides for incremental pay at different grades to either a time-scale or a graded system pure and simple.



## CHAPTER IX.

*The appropriate salaries for men of the grades corresponding to Revenue Inspectors, Deputy Tahsildars and Tahsildars.*

88. The Committee understands that it is desired to consider what the appropriate salaries would be (1) for men holding the lowest rank in subordinate executive service of a kind that requires no very special professional training and where there are fair prospects of advancement to the higher grades, (2) for men holding positions in subordinate executive service above the lowest with responsible duties but who are nevertheless under supervision to a great extent and (3) those holding the highest responsible posts in the subordinate service.

89. The appropriate salary for the last class appears to the Committee to be regulated by the lowest salary paid to officers of the corresponding provincial service. The scale of salaries of almost all provincial services has recently been revised in consequence of the recommendations of the Public Services Commission. The initial salary of provincial services officers has generally been fixed at Rs. 300 per mensem. The maximum pay of an officer corresponding to the grade of a Tahsildar should therefore not exceed Rs. 300 per mensem. At the other end of the scale the Committee would fix the minimum pay of the lowest subordinate executive officer at the maximum it has proposed for clerks employed on purely routine and mechanical duties, namely, Rs. 60 per mensem. The pay of the intermediate rank would then appropriately be Rs. 150 per mensem. The Committee would, therefore, propose that, while the actual scale in each department should depend on the degree of previous training required and on the prospects of promotion and on the particular nature of the work to be done, generally officials of the grade of a Revenue Inspector should get about Rs. 60 per mensem, those of the grade of Deputy Tahsildar about Rs. 150 per mensem and those of the grade of Tahsildar about Rs. 250 per mensem. In Chapter X below the Committee will consider how this general scale should be applied in the case of those departments where no very high or very special degree of technical or professional skill is required of the officials of the classes in question.

## CHAPTER X.

*A comparison of the salaries paid in different departments to officers of the grades corresponding to Revenue Inspectors, Deputy Tahsildars and Tahsildars and an examination of the reasons why the salaries are higher in some departments than in others and of the adequacy of those reasons.*

90. The Committee understands that it is asked to make a comparative review of the salaries attached to what may be called standard appointments or posts in each important department of the public service with reference to the rates of salary it has arrived at in the preceding chapter (Chapter IX) as appropriate.

91. The Committee will premise that the task is one of no little difficulty. The salaries now paid in different departments have in some cases been fixed as the result of recent reorganizations and in others have been in force for many years past. The nature of the duties of the subordinate executive in all departments is not of such a character that there can be said to be three well marked grades in each and all of them. Still less can it be said that a class of appointments can be found in every department the duties of which are comparable with those of a Revenue Inspector, or of a Deputy Tahsildar, or of a Tahsildar. The analogy may be somewhat close in some departments but it is non-existent in others, as for example in the Medical department. In the remarks that follow, therefore, the Committee must not be understood as likening, say, a Sub-Inspector of Police, or a Sub-Assistant Surgeon, to a Revenue Inspector, or to each other. Allowing for the necessary differences in recruitment, training, duties and prospects, the Committee will endeavour to compare the existing scale of salaries of the subordinate executive service in each department with the standards it has arrived at in Chapter IX above, namely, Rs. 60 per mensem for the lowest grade, Rs. 150 for the intermediate grade and Rs. 250 for the highest grade of executive subordinate service below the provincial service. As regards the reasons for the existing scales, the Committee finds that it is impossible to prepare in any reasonable time any statement that would be either accurate enough or complete enough to serve any useful purpose. Most scales of salaries have a long history of their own. Probably the only proposition that is fairly true of all the scales is that they are the result of a compromise between administrative demands and financial criticisms. In the case of services more recently organized more liberal scales have been provided, generally speaking, than in the case of older services. For example, there were long delays and great difficulties experienced in obtaining sanction to schemes for the improvement of revenue establishments with the result that the new scales when introduced were almost out of date with reference to administrative needs. There has been more expedition in the case of (comparatively) new departments such as those of Agriculture, Veterinary Medicine and Co-operative Credit. The Committee touches on this aspect of the matter merely to illustrate the difficulties that lie in the way of any just comparison.

92. The following is a comparative table of existing salaries of the subordinate executive service in all important departments :—

*Comparative table showing officials of the various departments 'corresponding' to the grades of Revenue Inspector, Deputy Tahsildar and Tahsildar, and their salaries per mensem (unless otherwise stated).*

Department.	Officers (corresponding) to the grade of Revenue Inspectors and their pay.	Officers (corresponding) to the grade of Deputy Tahsildars and their pay.	Officers (corresponding) to the grade of Tahsildars and their pay.
Revenue Department ..	<i>Revenue Inspectors.</i> Majority draw pay of Rs. 40 and Rs. 35 (a few get Rs. 45, Rs. 30 and Rs. 25). Land Records Revenue Inspectors get also an allowance of Rs. 10. Land Records Deputy Surveyors get Rs. 25—1—55.	<i>Deputy Tahsildars and Sub-Magistrates.</i> Majority get Rs. 125 and Rs. 150. There are also two Deputy Tahsildars on Military Pensions work getting Rs. 100 each per mensem.	<i>Tahsildars.</i> Pay Rs. 150, Rs. 175, Rs. 200, Rs. 225 and Rs. 250. There is also one officer on Rs. 150—10—200. Land Records Tahsildars get also an allowance of Rs. 25.
Revenue Survey Department.	Deputy Surveyors in Survey parties. Pay Rs. 25, Rs. 30 and Rs. 40.	Head Surveyors in Survey parties. Pay Rs. 60, Rs. 80 and Rs. 100.	Sub-Assistants in Survey parties. Pay Rs. 150, Rs. 200 and Rs. 250.
Revenue Settlement Department.	Classifiers. Pay Rs. 20, Rs. 25, Rs. 30, Rs. 40 and Rs. 50.	Supervisors. Pay Rs. 150 ..	Assistants. Pay Rs. 250.
Separate Revenue Department.	Sub-Inspectors. Pay Rs. 40, Rs. 50, Rs. 60 and Rs. 70.	Assistant Inspectors of Salt Department. Pay Rs. 125, Rs. 150 and Rs. 175.	
Forest Department ..	Nil. (The Deputy Ranger class on pay Rs. 30, Rs. 35 and Rs. 45 has recently been abolished.)	Forest Rangers. According to reorganization recently sanctioned, they get pay of Rs. 60, Rs. 80, Rs. 100, Rs. 125, Rs. 150, Rs. 175 and Rs. 200.	
Registration Department.	Sub-Registrars. Pay Rs. 50, Rs. 60, Rs. 70, Rs. 80, Rs. 90, Rs. 100, Rs. 125 and Rs. 150.		
Law and Justice ..		Nil.	
Mufassal District Police.	Sub-Inspectors of Police. Pay Rs. 50, Rs. 60, Rs. 70, Rs. 80 and Rs. 100. (Sergeants.—Pay Rs. 80, Rs. 90 and Rs. 100— do not fall in this category.)		Inspectors. Pay Rs. 150, Rs. 175, Rs. 200 and Rs. 250.
Police Department, City Police.	Sub-Inspectors of Police. Pay Rs. 75, Rs. 100 and Rs. 125. (Sergeants do not fall in this category. Pay Rs. 90—5—120.)		Inspectors. Pay Rs. 200, Rs. 250 and Rs. 300.
Jails .. .. .	Deputy Jailors in District and Central Jails and Penitentiary. Pay Rs. 50, Rs. 60, Rs. 80, Rs. 100 and one Jailor in Madras on Rs. 75.		Jailors in District and Central Jails. Pay Rs. 150, Rs. 175, Rs. 200 and Rs. 250.
Educational Department (excludes female agency).	Supervisors of Elementary schools. Pay Rs. 30, Rs. 40, Rs. 50.	Sub-Assistant Inspectors. Pay Rs. 75, Rs. 100, Rs. 125, Rs. 150 and Rs. 175 (and some teachers' posts on Rs. 200). Subordinate Educational Service, collegiate branch. Pay Rs. 100, Rs. 125, Rs. 150, Rs. 175 and Rs. 200.	
Medical Department ..	Sub-Assistant Surgeons on time scale of pay of Rs. 50—100 with special grades on Rs. 110 and Rs. 120. (Assistant Surgeons form the Provincial service.)		
Sanitation Department ..	Deputy Inspectors of Vaccination. Pay Rs. 50—3—65, Rs. 65—2—80 and Rs. 80—4—100.	....	....
Agricultural Department.	Lower Subordinates or Assistant Farm Managers and Assistant Agricultural Demonstrators on pay Rs. 35—2½—75, Rs. 80, Rs. 85 and Rs. 90.	Upper Subordinates or Farm Managers and Agricultural Demonstrators. Pay Rs. 50—5—100, Rs. 100—5—125, Rs. 150, Rs. 175 and Rs. 200. Scientific Assistants start on Rs. 75.	
Veterinary Department ..	Veterinary Assistants. Three grades Rs. 45—4—65, Rs. 65—5—90 and Rs. 90—2—100.	Veterinary Inspectors. Two grades Rs. 110—4—130 and Rs. 100—2—110.	....
Co-operative Societies ..	Inspectors on pay of Rs. 30—2—40, Rs. 40—2½—60, Rs. 60—2—80, Rs. 80—4—100 and Rs. 100—10—150.		....
Public Works Department.	Lower Subordinates. Pay Rs. 30, Rs. 35, Rs. 40, Rs. 45, Rs. 50, Rs. 60, Rs. 70 and Rs. 80.	Upper Subordinates of the Public Works Department up to the grades of Supervisor. Pay Rs. 60, Rs. 80, Rs. 100, Rs. 150 and Rs. 200. Temporary men are also in the grades of Rs. 70, Rs. 90, Rs. 120 and Rs. 170.	
Minor Irrigation Department.	Sub-overseers Rs. 30—½—80.	Supervisors Rs. 150.	

## REVENUE DEPARTMENT.

93. The present pay in this department and that in force thirty years ago are exhibited below :—

Scale of pay in 1890.		Present scale of pay (budget for 1919-20).	
Tahsildars ... ..	{ 13 (250) 24 (225) 39 (200) 41 (175) 37 (150) 1 (120) Average ... Rs. 189	Tahsildars * ... ..	{ 11 (250) 32 (225) 41 (200) 1 (150-10-200) 45 (175) 63 (150) Average ... Rs. 185
Deputy Tahsildars ..	{ 1 (150) 1 (120) 55 (100) 114 (70) Average ... Rs. 80	Deputy Tahsildars and Sub-Magistrates.	{ 81 (150) 207 (125) Average ... Rs. 132
Agency Deputy Tahsildars	{ 9 (150-250) 3 (120)	Agency Sub-Magistrates ...	13 (150)
Revenue Inspectors ...	525 (20 to 30)	Revenue Inspectors *	{ 1 (45) 331 (40) 420 (35) 3 (30) 2 (25)

\* Excludes Land Records officers who get an additional allowance.

*Tahsildars.*—The grades of pay for Tahsildars have been the same for many years past. In 1896 these officers, who were previously ineligible for any travelling allowance for journeys within their jurisdiction, were granted a daily allowance of Re. 1 for days of absence from their headquarters. Under the head of travelling allowance, this Committee is recommending the Board's proposed rate of Rs. 2 per diem. Up to 1908, the pay of Tahsildars was local, and based on the importance of the taluk. In that year the pay was made personal. In connexion with the additional number of taluks created under Sir William Meyer's scheme, the opportunity was taken to regrade the pay of Tahsildars in such a way as to provide an equable flow of promotion within each district and as far as possible to equalize prospects in different districts. The average pay of a Tahsildar prior to and after that regrading stood at Rs. 187. In 1914, Government sanctioned the appointment of Personal Assistants to Collectors in ten districts; and the changes introduced in that connexion and subsequently have to a certain extent affected adversely the prospects of promotion of a Tahsildar because the posts of Sarishtadars on Rs. 200 or Rs. 225 generally were replaced by posts on Rs. 150 only.

*Deputy Tahsildars and Sub-Magistrates.*—Excepting a few appointments in higher grades, the pay of Deputy Tahsildars and Sub-Magistrates was mostly Rs. 70 and Rs. 100 in 1890; it was raised to Rs. 100 and Rs. 120 respectively in 1893 and was further raised in 1912 to Rs. 125 and Rs. 150 respectively. A daily allowance of As. 12 for days of absence from headquarters has been granted since 1909. This Committee is recommending a rate of Rs. 1½ per diem.

*Revenue Inspectors.*—The pay of these officials which was Rs. 20, Rs. 25 and Rs. 30 in 1890 was in the middle of that year raised to Rs. 35 and Rs. 40. At present there are also a few posts on Rs. 45, Rs. 30 and Rs. 25. The question of raising their pay to Rs. 50 was considered in connexion with Sir William Meyer's scheme and was negatived. Since 1908, however, these officials have been given a batta of As. 8 per diem for absence from headquarters. This Committee is recommending a rate of As. 12 per diem.

94. *Revenue Inspectors.*—Having regard to the standard of Rs. 60 and the prospects of promotion of the average Revenue Inspector and the somewhat unpopular nature of the duties of the post, the Committee considers the present rate of pay too low and recommends a scale of Rs. 50—5—75. This will tend to keep good men in the

post longer than at present and will afford some prospects to those not likely to rise far in the service. The Land Records Inspector will, it is understood, shortly cease to exist as a separate post and with him the local allowance of Rs. 10 will go. The Land Records Deputy Surveyor should be paid the scale proposed for his fellow in the Survey Department—vide paragraph 98 below.

95. *Deputy Tahsildars, Sub-Magistrates and Tahsildars.*—It appears to the Committee that a Sub-Magistrate's work and responsibilities are such that he should figure in the highest grade below the Provincial service rather than in the intermediate grade. While, therefore, it would retain the pay of Rs. 125 and Rs. 150 for Deputy Tahsildars who are in charge of portions of taluks and who exercise magisterial powers therein, it considers that Stationary Sub-Magistrates should be treated as of the same status as Tahsildars and be graded with Tahsildars on a slightly better scale than the grades of Rs. 150, Rs. 175, Rs. 200, Rs. 225 and Rs. 250 now in force. The post of Sub-Magistrate would be appropriately held by a senior officer of experience and the fact that, as a matter of administrative convenience, he should occasionally have to act for the Tahsildar or hold the keys of the sub-treasury during the latter's absence from his headquarters does not make it necessary that he should be an officer junior to the Tahsildar, or subordinate to Tahsildar. The Committee would, therefore, propose that Tahsildars and Stationary Sub-Magistrates in each district should be listed together on grades of Rs. 275, Rs. 250, Rs. 225, Rs. 200 and Rs. 175. All grades of course need not be represented in each district any more than is the case at present. The Committee realizes that this change will considerably improve the prospects of the subordinate land revenue staff, but such improvement appears necessary with reference to present economic conditions and to be fully justified in comparison with the salaries drawn in other departments of the public service. If, for any reason, it is considered inexpedient to effect the improvement in the manner suggested, the Committee would suggest that the post of Stationary Sub-Magistrates should carry an incremental pay of Rs. 150—10—250 and that there should be a few selection posts on Rs. 275 to which appointment would be made by Government on the recommendations of District Magistrates. In this event, the Tahsildars alone would be on the improved grades of Rs. 175, Rs. 200, Rs. 225, Rs. 250 and Rs. 275. It appears, however, to the Committee that the course first suggested has the greater administrative advantages and the Committee strongly recommends its adoption.

#### REVENUE SURVEY DEPARTMENT.

96. The proposals of the Director of Survey about the salaries of the officials of his department 'corresponding' to the rank of Revenue Inspector, Deputy Tahsildar and Tahsildar respectively are given below :—

		Present pay of permanent staff. (Budget for 1919-20.)	Proposed pay.	
Revenue Inspector's rank—	Deputy Surveyors.	45 (25) 30 (30) 15 (40)	} A uniform rate of Rs. 30—1—55.	
Deputy Tahsildar's rank—	Head Surveyors ...	6 (60) 3 (80) 3 (100)		} Rs. 60—5—125.
Tahsildar's rank—	Sub-Assistants ...	6 (150) 3 (200) 3 (250)		

97. The work of the Survey Department is somewhat special; though it can hardly be likened to the administrative work of land revenue officials, the staff consists of men largely employed on out-door duty requiring both physical fitness and trustworthiness in execution for its proper discharge. The survey establishments employed in the past seem to have differed considerably from the class of subordinates now working in the parties: the budget for 1895-96 shows that in the survey parties Sub-Assistants were employed then only temporarily and sometimes for broken periods, and that below them there was one class of subordinates, viz., Surveyors on pay ranging from Rs. 12 to Rs. 150. The last reorganization of the Survey Department was that made in connexion with the revised survey programme in 1914. The pay of Deputy Surveyors which was formerly Rs. 20, Rs. 25, Rs. 30

and Rs. 40 was then altered to Rs. 25, Rs. 30 and Rs. 40; the Sub-Assistants' pay and the head surveyors' pay was left unaffected. Survey officials were not formerly eligible for any travelling allowance for journeys within their jurisdiction: but since 1912 fixed travelling allowances have been granted at the rate of Rs. 20 per mensem to Head Surveyors and of Rs. 30 and Rs. 40 per mensem to Sub-Assistants.

98. *Deputy Surveyors.*—The Committee considers an incremental pay suitable but having regard to the salaries it has arrived at for routine clerks and the rates it considers appropriate for subordinate executive officers, it would recommend a scale of Rs. 30—1—60. This would also apply to Deputy Surveyors employed on Land Records work and Town Surveyors.

*Head Surveyors.*—The Committee having regard to the present rates of pay would recommend a scale of Rs. 75—5—125.

*Sub-Assistants.*—The Committee recommends the scale of Rs. 150—10—250 rather than the higher scale proposed by the Director.

#### REVENUE SETTLEMENT DEPARTMENT.

99. The field establishments in Settlement parties 'corresponding' to the rank of Revenue Inspector, Deputy Tahsildar and Tahsildar are the following:—

(a) *Classifiers of the Revenue Settlement Department.*—These 'correspond' to the rank of Revenue Inspector. In each party there are now the following staff of permanent classifiers:—

	RS.
Two Head Classifiers on ... ..	50 per mensem each
Do. ... ..	40 do.
Twelve Classifiers on ... ..	30 do.
Do. ... ..	25 do.
Six Classifiers on ... ..	20 do.

Their pay long ranged from Rs. 20 to Rs. 24, Rs. 30 and Rs. 40; it was in 1911 fixed at the present rates.

(b) *Supervisor.* (Pay Rs. 150).—There is one employed in each party, and he 'corresponds' to the rank of Deputy Tahsildar. The rate of salary has been in force from the early nineties of last century.

(c) *Uncovenanted Assistant.* (Pay Rs. 250).—There is one in each party. This class of officer 'corresponds' to the rank of Tahsildar, but the Uncovenanted Assistant seems to be mainly the ministerial head of a settlement office. The rate of pay of Rs. 250 has been in force since before the nineties of last century.

In 1908, the Field establishments of Settlement parties who were formerly ineligible for any travelling allowance for journeys within jurisdiction were made eligible for travelling allowance under the ordinary rules.

100. The Committee considers that Classifiers should be paid as Deputy Surveyors on a scale of Rs. 30—1—60 and that Head Classifiers should be paid on a scale of Rs. 60—1—70. It does not seem necessary to increase the pay of Supervisors or Uncovenanted Assistants. They seem well paid, as it is, according to the standards adopted by the Committee. Further resettlement work is not as difficult, or as responsible, as the original settlements of the past.

#### SEPARATE REVENUE DEPARTMENT.

101. The officers of this department 'corresponding' to Revenue Inspectors are the Sub-Inspectors and the Assistant Inspectors 'correspond' to Deputy Tahsildars and Tahsildars. The pay of these officers as shown in the budget under the head 5. SALT is as follows:—

Scale in 1895-96.		Scale as budgeted for in 1919-20.	
	RS.		RS.
Sub-Inspectors ... ..	203 (30) 137 (40) 98 (50) 70 (60) 46 (70)	Sub-Inspectors ... ..	321 (40) 283 (50) 122 (60) 81 (70)
Assistant Inspectors ... ..	31 (125) 33 (150) 82 (175)	Assistant Inspectors ... ..	31 (125) 42 (150) 34 (175)

102. *Sub-Inspectors*.—The grade pay of this class of officers was first fixed in 1882. As the work of the department increased, additions were made to the several grades from time to time with due regard to the proportionate distribution first laid down. The Excise Committee appointed by the Government of India about thirteen years ago recommended a minimum pay of Rs. 50 for this class of officers; but the Madras Government considered Rs. 40 sufficient as a minimum and they recommended to the Government of India a revision of the pay of these officers in four grades of Rs. 40, Rs. 50, Rs. 60 and Rs. 70 distributed in a proportion of 40 : 35 : 15 : 10. Having regard to the arduous nature of work devolving on these officers, especially those on preventive duty who, being allowed no headquarters, had to be constantly on the move within their ranges, and the difficulty experienced in recruiting men of suitable education and character for so low a rate of pay as Rs. 30, a minimum pay of Rs. 40 was, in the opinion of the Local Government, necessary. This view was accepted by the Government of India and the Secretary of State. Sub-Inspectors of the Salt Department are included in the class of officials whose pay is regarded as fixed so as to compensate them for the cost of journeys within their jurisdiction; they are not therefore eligible for travelling allowance for ordinary journeys within their jurisdiction.

*Assistant Inspectors of Salt*.—The grade pay for this class of officers has remained the same since the eighties of last century. Additional posts created from time to time in the class of Assistant Inspector have been added to the first and second grades.

103. *Present proposals*.—Mr. Macmichael, the acting Commissioner for Salt, Abkārī and Separate Revenue, has no proposals to make in regard to the rates of pay for these classes of officers. The question of introducing an incremental scale of pay for officers of the Salt and Abkārī department was considered in April last. The Board of Revenue (Separate Revenue) strongly deprecated the adoption of the incremental pay system for officers of all ranks in the Salt Department. The Board then said :—

“The introduction of a purely incremental scale of pay in a department, such as the Salt, Abkārī and Customs Department where the initial qualifications required for appointment are so modest and the number of appointments is so large, would be attended with grave disadvantages. Under the existing system the Board is able to make an appointment to any grade to which an applicant appears to be best suited, to give special promotion to men of outstanding merit and to reduce others who have shown themselves not to be worth the pay that they are drawing. With an incremental scale of pay an officer on appointment must begin at the bottom and cannot be given any increment before the due date; and the advantages referred to above are lost. The prospects of the Salt Department have never been highly attractive to men of marked ability; they are likely to become still less so, if such ability cannot be given appropriate recognition. These remarks apply with almost equal force to all ranks in the department. In the case of Sub-Inspectors there are additional reasons why an incremental system of pay should not be introduced.”

The Committee would accept these reasons for retaining the grade system of pay in this department but would raise the pay of Sub-Inspectors on each grade by Rs. 10 so as to give an average pay of about Rs. 60. The rates would then be Rs. 50, Rs. 60, Rs. 70 and Rs. 80. Under the proposals of the Committee made under the head of travelling allowance, Sub-Inspectors of Salt will become eligible for travelling allowance, probably a fixed monthly travelling allowance, the amount of which will have to be settled in due course. It appears to the Committee that these improvements are justified by the conditions of the present day and ought to remove any inequality in emoluments now existing between Salt Department subordinates and ‘corresponding’ officers of other departments. As regards Assistant Inspectors, the existing distribution in grades of Rs. 125, Rs. 150 and Rs. 175 of the men in a ratio of 31 : 42 : 34 appears defective. The Committee would recommend the introduction of a fourth grade on Rs. 200 and an equal distribution of the cadre in each grade. The Committee observes that Rs. 250 has been proposed as the minimum pay of the lowest rank in the Provincial service.

## FOREST DEPARTMENT.

104. The officers of the Forest Department 'corresponding' to Revenue Inspectors are Deputy Rangers (pay Rs. 30, Rs. 35 and Rs. 45)—a class of subordinates which according to the reorganization recently sanctioned ceases to exist and Forest Rangers correspond to Deputy Tahsildars and Tahsildars.

*Deputy Rangers.*—These appointments came into existence first in 1892 as a result of the division of the Forester class into two groups, viz., Deputy Rangers to be employed on executive work (pay Rs. 30, Rs. 35 and Rs. 45) and Foresters to be employed on protective duties (pay Rs. 15, Rs. 20 and Rs. 25). The Local Government reported to the Government of India in connexion with the recent reorganization that experience had shown that the Deputy Ranger, as an official in the Forest Department, had proved a total failure and that to leave even minor ranges under his management was to accept inefficiency. The abolition of these posts was accordingly recommended in 1918 and has been sanctioned. The pay of Foresters has been, however, raised from Rs. 15, Rs. 20 and Rs. 25 to Rs. 20, Rs. 25, Rs. 30, Rs. 35 and Rs. 40; but these men are not of the same class as a Revenue Inspector or even of a qualified clerk. As the rates have been so recently fixed the Committee would not alter them.

105. *Forest Rangers.*—Proposals in regard to a general reorganization of the Subordinate Forest Service were considered by the Madras Government in the early nineties; and the scheme was finally introduced in 1897. This scheme provided for an increase in the cadre of Rangers from 61 to 106. An addition of 37 Rangers was made in 1907; and since then small additions have been made from time to time. In the reorganization recently sanctioned the strength of the Forest Rangers' cadre has been raised to 205 and the pay has also been considerably improved. The following statement exhibits the various stages in the number and pay of the Rangers' cadre:—

Staff as it existed prior to 1897.	Reorganization of 1897.	Reorganization of 1907.	Prior to the recent reorganization.	Staff as now sanctioned by the Secretary of State.
61 Rangers. Rs.	106 Rangers. Rs.	143 Rangers. Rs.	164 Rangers. Rs.	205 Rangers. Rs.
3 (150)	7 (150)	7 (150)	8 (150)	10 (200)
4 (125)	9 (125)	14 (125)	18 (125)	20 (175)
6 (100)	13 (100)	21 (100)	24 (100)	21 (150)
9 (80)	17 (80)	36 (80)	39 (80)	41 (125)
8 (60)	22 (60)	36 (60)	40 (60)	41 (100)
31 (50)	38 (50)	29 (50)	33 (50)	51 (80)
			3 (50—3—80)	21 (60)
			1 (40—2—50)	

According to the latest reorganization, trained Rangers who pass out of the Forest College with honours certificates and higher standard certificates will get Rs. 100 and Rs. 80 respectively. Promoted Foresters and students obtaining lower standard certificates start on Rs. 60. The average pay of Rangers which was Rs. 79 prior to the reorganization now stands at Rs. 115; and a material improvement has thus been effected.

106. Mr. Cox, the Chief Conservator of Forests, has, owing to the fact that the department has been reorganized quite recently, made no proposals about pay. No alteration seems to the Committee to be necessary. This department, like the Separate Revenue department, appears to the Committee to be one in which a time-scale or incremental scale would be unsuitable.

## REGISTRATION DEPARTMENT.

107. The officials of this department 'corresponding' in rank to Revenue Inspector and Deputy Tahsildar are the Sub-Registrars. These officers were till 1899 remunerated partly by fixed salaries which ranged from Rs. 30 to Rs. 90, and partly by a system of commission, the maximum of which was limited to Rs. 50 per mensem. In the scheme of reorganization introduced in 1899, the commission system of remuneration disappeared and a strength of 400 Sub-Registrars was sanctioned and the pay was fixed so as to range from Rs. 50 to Rs. 150. Till



1906 the additions which from time to time had to be made to the Sub-Registrars' cadre were made in the several grades so as to keep up the proportion laid down in 1899. In 1907 the strength of the cadre was fixed at 430 and a revised proportionate distribution between the several grades was introduced. The following shows the position at the several stages referred to:—

Scale as in force in 1889. 328 Sub-Registrars.	Scale sanctioned in 1899. 400 Sub-Registrars.	Scale introduced from 1st April 1907. 430 Sub-Registrars.
Rs.	Rs.	Rs.
10 (90)	10 (150)	20 (150)
10 (75)	27 (125)	30 (125)
20 (60)	40 (100)	100 (100)
30 (50)	94 (90)	60 (90)
40 (45)	75 (80)	60 (80)
60 (40)	64 (70)	60 (70)
70 (35)	50 (60)	50 (60)
68 (30)	40 (50)	50 (50)

plus commission not exceeding Rs. 50.

From 1908 onwards the method adopted was to sanction the additions to Sub-Registrars' cadre found necessary from time to time in the last grade and to revise the whole grading periodically once in three years, so as to maintain the original ratio of distribution in the several grades; such revisions were made in 1910 and 1913. Further revisions had to be postponed for some time owing to the financial stringency caused by the war. But in December 1918 a revised grading was sanctioned which has removed the inflation in the last grade. The following statement compares the old scale with the one in force in the beginning of the last year:—

Scale in 1918.	Sanctioned revised scale budgeted for in 1919-20.
Rs.	Rs.
23 (150)	24 (150)
34 (125)	36 (125)
115 (100)	115 (100)
69 (90)	70 (90)
69 (80)	70 (80)
69 (70)	70 (70)
57 (60)	60 (60)
77 (50)	70 (50)

108. The proportion of appointments between the several grades at present in force is by no means an ideal one; it bulges at the Rs. 100 grade. It appears to the Committee that the tendency of the Sub-Registrars' cadre gradually to increase, and the fact that Sub-Registrars are all recruited more or less at the same age and that their duties are similar indicate that the Sub-Registrars' cadre is one that should be on a time-scale. The Inspector-General suggested in 1918 a time-scale of Rs. 50— $\frac{10}{3}$ —150 with a selection grade on Rs. 200. The work of the department cannot be regarded as very onerous or exacting and the minimum pay of the Provincial Service has been fixed at Rs. 250. The Committee would suggest a time-scale in two stages of Rs. 50—5—100 and Rs. 100— $\frac{10}{2}$ —150.

109. *Probationary Sub-Registrars.*—These now get Rs. 20 on recruitment, Rs. 25 on passing departmental tests, when they are considered fit for temporary and acting charge of a Sub-Registry office. When so posted they are given a charge allowance of Rs. 10 per mensem. The Committee recommends that the rates of Rs. 20 and Rs. 25 be raised to Rs. 30 and Rs. 35 so that a salary of Rs. 45 would be payable to probationary Sub-Registrars who are put in charge of a Sub-Registry office.

#### JUDICIAL DEPARTMENT.

110. The pay of Sub-Magistrates is debited to 19-A. COURT OF LAW; and these officers and Deputy Tahsildars are graded together on the district revenue establishment. Their case has been already dealt with. Nazirs and Deputy Nazirs in Civil Courts, who control the staff of Amins and process peons, form part of the ministerial establishment of these courts. Amins are executive subordinates of the Judicial Department, but they can hardly be held in any sense to 'correspond'

to Revenue Inspectors in rank. The pay of the whole process-serving establishment is regulated by rules framed by the High Court under section 20 of the Court Fees Act VII of 1870. These rules, after confirmation by the Local Government and approval by the Government of India, obtain force of law on publication in the Gazette. The pay of the Amins prior to March 1918 was distributed in three grades of Rs. 12; Rs. 15 and Rs. 20. These rates were fixed in a general reorganization effected in 1889. The Hon'ble Mr. Justice Phillips proposed in his report on Civil Courts in this Presidency that the pay of Amins should be raised to Rs. 15, Rs. 20 and Rs. 25. This scale was supported by the High Court and approved by Government and necessary amendment was made in the rules which took effect from the end of March 1918. The opportunity was also then taken to abolish grain-compensation allowance. According to the rules framed by the High Court, not more than one-third of the Amins should receive the pay of the two higher grades and not more than a quarter of that one-third (or one-twelfth of the whole) should receive the pay of the highest grade (viz., Rs. 25).

111. The following are the opinions expressed by some Judges of the High Court about the Amins :—

*The Hon'ble Mr. Justice Oldfield.*—“ It seems to me that it must be most difficult for a clerk or Amin who cannot live in the family house to preserve his self-respect as a Government servant on Rs. 25 ; and I recommend that such salaries be increased independently of the rise in prices.”

*The Hon'ble Mr. Justice Sadasiva Ayyar.*—Every Amin should be paid Rs. 30 to Rs. 50 in grades.

The Committee would accept the rates proposed by the Hon'ble Mr. Justice Sadasiva Ayyar. The rates might seem rather high for this class of subordinate but apparently the men have no prospects of promotion outside their own ranks. The Committee's recommendation is subject to the condition that the extra cost involved is met from process fees, the rates being revised if necessary.

#### POLICE DEPARTMENT.

112. *A. Mufassal Police.*—In the organization of the subordinate Police staff in the nineties of last century, there were no Sub-Inspectors, but only Inspectors on Rs. 70, 100, 150 and 200 and, below them, head constables. The existing organization was introduced as a result of the Police Commission's recommendations. In the reorganization of the Police establishments for the mufassal, financial sanction to which was received from the Secretary of State in 1909, four grades of Inspectors and five grades of Sub-Inspectors were provided for, their pay and distribution in the grades being as follows :—

	Rs.	
Inspectors—		
First grade	250	5 per cent.
Second "	200	20 "
Third "	175	35 "
Fourth "	150	40 "
Sub-Inspectors—		
First grade	100	5 per cent.
Second "	80	20 "
Third "	70	25 "
Fourth "	60	34 "
Fifth "	50	16 "

The rates of pay for Inspectors were fixed by the Government of India so as to correspond to the pay of Tahsildars in the Revenue Department ; the rates of pay for Sub-Inspectors were similarly fixed so as to correspond to the pay of Naib Tahsildars, or officers of that status in the Revenue Department.

A new class of officers called Sergeants was also created on pay of Rs. 80, 90 and 100. The Government of India stated that experience had shown that the stiffening to the service given by two or three European officers of this class was invaluable ; and they therefore recommended the employment of 91 such officers for the Presidency ; and this was accepted by the Secretary of State. There are now 109 Sergeants in the mufassal district force, 19(100), 35(90) and 55(80). As state

by the Government of India in 1908, these men correspond to the old European head constable and they thus do not come within the purview of Salaries Committee's inquiries.

113. Additions have been made from time to time to the cadre of Inspectors and Sub-Inspectors to meet current requirements. The following statement shows the existing strength of the mufassal 'General Police Force' as it has been budgeted for in 1919-1920 :—

Inspectors—Total 267—13(250), 54(200), 94(175), 106 (150).

Average for Inspectors, Rs. 174.

Sub-Inspectors—Total 1,433—62(100), 278(80), 348(70), 473(60), 266(50).

Average for Sub-Inspectors, Rs. 66.

114. Sub-Inspectors are, according to the conditions of their service, entitled to free quarters; and they get in addition a horse allowance of Rs. 15 per mensem (in the Nilgiris this is Rs. 20 per mensem). The Inspector-General, Mr. Thomas, states, in regard to Sub-Inspectors, that their pay would be sufficient, if they were given quarters and paid a proper horse allowance. The Rs. 15 horse allowance now drawn is said to be inadequate. In regard to free quarters Mr. Thomas says that many Sub-Inspectors have not yet been provided with quarters, and that house-rent allowance has not been given them either. As regards the question whether the existing grade pay system for Sub-Inspectors should be continued or whether they should be brought under a time-scale or incremental scale, Mr. Thomas is in favour of maintaining the existing system.

115. *Inspectors of Police.*—Mr. Thomas says that these officers are now practically all recruited from the Sub-Inspector grade and that their rise in pay is fairly quick whilst the pay is not bad. He, however, suggests the adoption of an incremental scale of pay for these officers, in order to avoid difficulties in making promotions and to prevent discontent. The Inspector-General's arguments are quoted below :—

"It may, of course, be said that the present system of promotion affords a means whereby the best men can get to the top in the quickest time, but I do not attach very much importance to this argument, which only applies to a few very exceptional cases. Under present circumstances luck plays far too large a part in promotions. There is a far stronger argument against incremental promotion in the fact that an indifferent officer is apt to go on getting promotion at the same rate as a really smart man but this is very greatly a question of discipline and a man who is not doing work justifying an increment ought to have it stopped. I should, in fact, welcome any change which would throw open this form of punishment of lazy men in preference to that at present existing of keeping them down to the lowest grade till they become old, discredited, and disappointed men."

116. *Sub-Inspectors.*—The present average pay of these officers is well above the Committee's standard (Rs. 60) and they have besides the concession of free quarters. The Committee considers that the present scale of salary is adequate. As regards house-rent, if houses are not built or leased in any case, the Committee considers that the Sub-Inspector should receive a house-rent allowance not exceeding one-tenth of his average salary (Rs. 7) or the rent actually paid by him, whichever is less, until such time as Government quarters are built or accommodation provided for him by leasing. As regards the horse allowance, the Committee has already expressed its views as to the amount of this allowance in cases where it is absolutely necessary to pay it. The Committee agrees with the Inspector-General of Police that the present system of grades of pay should continue.

*Inspectors.*—The scale of salaries for these officers is somewhat below the Committee's standard, but the lowest pay of the provincial service in this case is Rs. 250 and not Rs. 300. The Committee considers the present scale adequate. The remarks made above regarding horse allowance apply here; but there is no question of house-rent as Inspectors in the mufassal police force are not entitled to free quarters. As regards the question of introducing an incremental scale of pay for Inspectors, the Committee does not think it expedient. The capacity and fitness for promotion of each man of this rank ought to be well known to his superiors; the work affords ample opportunities for the display of individual ability and initiative and the ill results apprehended by Mr. Thomas from the graded system are obviously not inseparable therefrom and might equally be expected of an incremental scale under careless administration.

117. *Madras City Police*.—Omitting Sergeants in the Madras City Police, the officers to be dealt with by the Salaries Committee are Sub-Inspectors and Inspectors. The pay sanctioned for these officers in the Police reorganization was :—

(a) Sub-Inspectors—		RS.				
First grade	...	125	20 per cent.	} of total cadre.		
Second grade	...	100	35 "			
Third grade	...	75	45 "			
(b) Inspectors--						
First grade	...	300	20 per cent.	} of total cadre.		
Second grade	...	250	35 "			
Third grade	...	200	45 "			

Both these classes of officers get free quarters and a conveyance allowance of Rs. 20 and Rs. 25 per mensem respectively. The remarks of the Committee regarding the mufassal subordinates apply *mutatis mutandis* to these officers.

#### JAIL DEPARTMENT.

118. The subordinate executive staff of this department to be dealt with by the Salaries Committee in this connexion are Deputy Jailors and Jailors; Assistant Jailors are Jail clerks; and the Warder establishment (Indians and Europeans) seems to fall outside the scope of Salaries Committee's inquiries. The scale of pay of the subordinate executive jail staff was revised in 1892 on the basis of a report submitted by Mr. A. G. Cardew (now Sir Alexander), the officer deputed on special duty to examine the question of Jail Administration. The scale introduced in the early nineties continued in force up to 1914 with some slight modifications sanctioned from time to time in the various grades to meet occasional requirements. Representations were made by the Inspector-General in December 1912 that enhancement of pay of the Jail staff was necessary on account of the rise in cost of living and partly to increase the attractions of the department. The Government, as a result of the scrutiny of the detailed proposals submitted by Lieutenant Colonel Macnamara thereupon, sanctioned a reorganization in March 1914. The following compares the scales of pay of the establishment of Jailors and Deputy Jailors at various stages :—

1895-96 (budget).	Scale of establishment prior to the reorganisation of 1914.	Revised scale sanctioned in 1914 and now in force (1919-20).
Jailors.	Jailors.	Jailors.
RS.	RS.	RS.
1 (200—10—250)	1 (200—10—250)	1 (250)
3 (150—10—200)	3 (150—10—200)	2 (200)
3 (125—5—150)	5 (125—5—150)	4 (175)
3 (100—5—125)	3 (100—5—125)	7 (150)
9 (75—5—100)	2 (75—5—100)	
<hr/> Average Rs. 125.	<hr/> Average Rs. 145.	<hr/> Average Rs. 171.
Deputy Jailors.	Deputy Jailors.	Deputy Jailors.
RS.	RS.	RS.
1 (75) Jailor, Civil jail.	1 (75) Jailor, Civil Jail.	1 (75) Jailor, Civil jail, Madras.
7 (50—5—75).	9 (75).	4 (100)
		6 (80)
		5 (60)
		2 probationers (50).
<hr/> Average Rs. 68.	<hr/> Average Rs. 75.	<hr/> Average Rs. 75.

119. In sub-jails, Jailors are also employed; their pay is *local*, attached to each jail and ranges from amounts so small as Rs. 10 to Rs. 60 per mensem as shown below :—

Koraput ...	...	...	...	...	...	RS. 60.
Russellkonda and Calicut	...	...	...	...	...	40 per month each.
Nellore and Mangalore ...	...	...	...	...	...	30 " "
Trichinopoly	...	...	...	...	...	22 " "
Chingleput	...	...	...	...	...	20 " "
Chittoor and Cuddalore	...	...	...	...	...	16 " "
St. Thomas' Mount	...	...	...	...	...	10 " "

These men are either taluk peons or their salary is determined by special considerations. The Committee does not consider it necessary to deal with them.

120. Major Cameron now proposes (i) that there should be three grades of Jailors on Rs. 200, Rs. 250 and Rs. 300, and (ii) that Deputy Jailors should get Rs. 80 on probation and later on they should be provided for in four grades of Rs. 100, Rs. 125, Rs. 150 and Rs. 175.

121. *Jailors in Central and District Jails.*—The Government expressly stated in 1914, in adopting the present rates of pay, that these men correspond to Inspectors of Police and should be given the pay drawn by the latter. The Committee agrees in this view, and, with reference to its conclusions regarding the Police, considers the rates of salary adequate.

*Deputy Jailors in Central and District Jails.*—In fixing the pay of these men at Rs. 50 for probationers and Rs. 60 to Rs. 100, the object of Government was to draw a line between these men and Assistant Jailors who are clerks, and to enable direct recruitment to be made to the Deputy Jailor class. The present rates of pay of these men correspond more or less to those of Sub-Inspectors of Police in mufassal with the exception that there is no Rs. 70 grade for Deputy Jailors. Both classes are eligible for the concession of free quarters. As in the case of Sub-Inspectors, the Committee considers the present scale of pay adequate.

#### EDUCATIONAL DEPARTMENT.

122. The officers of the Educational Department 'corresponding' to the grade of Revenue Inspector are Supervisors of Elementary Schools—pay in three grades of Rs. 30, Rs. 40 and Rs. 50. These men were, prior to 1909, mainly local fund or municipal employees with the exception of a few provincial subordinates employed mostly in agency tracts; and the local bodies paid them varying rates of pay ranging mostly from Rs. 20 to Rs. 40. When these Supervisors were provincialized in 1909, they were granted the present rates of pay and arranged in the grades of Rs. 50, Rs. 40 and Rs. 30 in a ratio of 1 : 2 : 4. Since then large additions have been made to this cadre mainly as a result of the expansion of elementary education; some teaching appointments in training schools, etc., have also been added to this cadre. The following statement shows the strength and scale of pay of this class of officials as they stood in 1895, 1909, and in September 1918 as sanctioned by the Secretary of State in connexion with a revision of the inspecting staff:—

Scale in 1895-96.	Strength of provincialised staff as fixed in 1909.	Staff as sanctioned in September 1918.
Rs.	Rs.	Rs.
Provincial staff*—		
2 (60-3-75)	34 (50)	36 (50)
3 (40)	68 (40)	76 (40)
1 (35)	136 (30)	164 (30)
1 (30)		

\* Others were employees paid from local funds.

These Supervisors draw also fixed travelling allowances, generally Rs. 12½, in some cases, Rs. 15, Rs. 18½ and Rs. 25.

123. The Director of Public Instruction has not made any specific recommendation about the enhancement of pay of this class of officer. Possibly this is because it is proposed that this class should be abolished and replaced by a proper Inspectorate. A scheme for the reorganization of the inspecting staff submitted by the Director of Public Instruction in 1914 provided, it is understood, for the abolition of Supervisors of Elementary Schools, for the creation of a new class of officers to be designated Deputy Inspectors on pay ranging from Rs. 50 to Rs. 200 and for Sub-Assistant Inspectors being merged in this new class. The Committee views this proposal with favour; but it is not called on to deal with schemes of reorganization and in the circumstances will confine itself to the recommendation that, if Supervisors are to continue on their present footing, their salaries should be revised so that the average may approach more nearly to the standard of Rs. 60.

124. Above the grade of Supervisors, are two branches of a service which fall within the scope of the Committee's inquiries, as being composed of officers who 'correspond' to Deputy Tahsildars and Tahsildars. These are (i) the Sub-Assistant Inspectors of Schools, and (ii) the Subordinate Educational Service—Collegiate branch.

*Sub-Assistant Inspectors of Schools.*—In the nineties there were only four grades of this class, viz., Rs. 75, 100, 125 and 150. In 1904 this service which was 64 strong was almost doubled, and a new grade of Rs. 175 was then introduced. In 1912, six posts of Headmasters of training schools which the Director of Public Instruction proposed to include in the Provincial service were added by Government to the cadre of Sub-Assistants on a new scale of pay Rs. 200; and it marked a further enhancement of the prospects of this class of officer. Additions have been made to this class of appointments from time to time to meet the occasional requirements; but the largest addition recently made is the permanent addition to the cadre of 54 temporary posts created in 1912 and subsequently to meet the requirements of spreading education. Of these 54 posts, three were added in the Rs. 100 grade and 51 in the last grade. The following statement shows the stages in one view:—

Scale in 1895-96.	Scale in 1904.	Reorganization scheme sanctioned in March 1904.	Scale in force prior to September 1918, before the addition of 54 men.	Present scale (as given by the Director of Public Instruction).
Rs. 8 (150) 18 (125) 27 (100) 13 (75)	Rs. 8 (150) 13 (125) 28 (100) 15 (75)	Rs. 12 (175) 22 (150) 32 (125) 40 (100) 30 (75)	Rs. 5 (200) 11 (175) 30 (150) 31 (125) 48 (100) 56 (75)	Rs. 5 (200) 11 (175) 30 (150) 37 (125) 58 (100) 125 (75)
Average Rs. 106	Average Rs. 105	Average Rs. 119	Average Rs. 112	Average Rs. 102

The Sub-Assistant Inspectors are also eligible to draw fixed travelling allowance which is generally Rs. 25 and in some cases Rs. 35, 37½ and 50.

*Subordinate Educational Service (Collegiate branch).*—These officials who consist of Assistant Lecturers in Arts colleges were first constituted into a regular service in 1907. Prior to that time they were not considered as belonging to any service, but as merely holding specific posts in the colleges concerned. The pay for them as fixed in 1907 ranged from a minimum of Rs. 100 to Rs. 175 with intermediate grades of Rs. 125 and 150. In 1914 it was represented that this service consisted of picked men, who had undergone the highest training which the University of Madras offered and their claims to better prospects were urged both in memorials and in resolutions moved in the Legislative Council. An examination then made into their case showed that suitable officers were being recruited for old rates, but Government met the demand by creating a new grade of Rs. 200 for them. The following statement compares the several stages of the Collegiate branch of the Subordinate Service:—

Scale sanctioned in 1907.	Scale in 1914.	Present scale (budget 1919-20).
Rs. 3 (175) 5 (150) 5 (125) 8 (100)	Rs. 2 (200) 6 (175) 7 (150) 8 (125) 12 (100)	Rs. 2 (200) 6 (175) 9 (150) 11 (125) 18 (100)
Average Rs. 129	Average Rs. 134	Average Rs. 130

125. Mr. Littlehales refers to the discontent now existing in the service and presses very strongly for the adoption of a time-scale. He considers the prospects of promotion now afforded to be inadequate: and suggests the following minimum rates of pay:—

B.A. (Pass) or (Honours) L.T. engaged in schools or as Sub-Assistant Inspectors. Rs. 100

B.A. (Honours) L.T. engaged in colleges. Rs. 150

He has not suggested any maxima, and awaits the final orders on the Public Services Commission's recommendations.

126. Sub-Assistant Inspectors are recruited at more or less the same age, i.e., 25 years. A large growth of the staff is in prospect due to the spread of education. The work is similar in all grades. The Committee, therefore, joins with the Director of Public Instruction in recommending a time-scale. The additions sanctioned in

recent years to both the services referred to in paragraph 124 have been mainly in the bottom grades; and it is possible that this has given rise to the discontent alleged to exist in the service. As regards the question whether the average emoluments are adequate, it will be seen that the rates of pay have been altered several times since 1890, but that the average is now no higher. The Public Services Commission have remarked "salaries cannot be kept at the same level for all time irrespective of the law of supply and demand; a proper criterion to be applied to any service is that Government should pay so much and so much only to their employees as is necessary to obtain recruits of the right stamp and to maintain them in such a degree of comfort and dignity as will shield them from temptation and keep them efficient for the term of their service." Mr. Littlehailes says he "can obtain men on Rs. 75 per mensem but the best men desire Rs. 100 and those whom we appoint on Rs. 75 frequently complain of the inadequacy of their pay." On the other hand, Mr. J. H. Stone held in 1914 in connexion with his scheme to replace Supervisors of elementary schools and Sub-Assistant Inspectors of Schools by one class of Deputy Inspectors that an initial pay of Rs. 50 was sufficient for Deputy Inspectors and that as recruitment of Sub-Assistant Inspectors on Rs. 75 had never presented the least difficulty, Deputy Inspectors on Rs. 50 might take the place of probationary Sub-Assistants on Rs. 75. Taking, however, the existing educational machinery as it is, the Committee would recommend for the Sub-Assistant Inspectors a time-scale of pay of Rs. 75-15/2-150-25/3-250; and for the Collegiate service, would suggest a scale of Rs. 100-15/2-175-25/3-250.

127. The minimum pay of the Provincial Educational Service has been proposed, the Committee understands, at Rs. 250 and the subordinates of the classes under discussion have practically no prospects of promotion to this service.

#### MEDICAL DEPARTMENT.

128. *Sub-Assistant Surgeons*.—This class of officer was first constituted into a service in 1878 and the rates of pay then fixed continued in force till 1901. In 1901 a revised scale was introduced with the sanction of the Government of India. The third revision made was in 1910; the Government of India then prescribed a scale ranging from a minimum of Rs. 30 to a maximum of Rs. 100, within which limits they allowed the Local Governments to carry out a reorganization; and the Madras Government thereupon held that a reduced scale ranging from Rs. 30 to Rs. 80 would sufficiently meet local requirements and this was introduced in March 1910. This reduced scale was not in force long, and in 1916 the maximum scale suggested by the Government of India was given effect to, this being the fourth revision. The fifth revision of scale was carried out in 1918 in order to improve further the prospects and to remove the discontent alleged to exist in the service. This last revision introduced a time-scale of pay for Sub-Assistant Surgeons. The following statement exhibits the rates of pay introduced at the various revisions:—

Scale sanctioned in 1878.		Scale sanctioned in 1901.		Scale introduced in March 1910.	
	Pay Rs.		Pay Rs.		Pay Rs.
II Grade: under 7 years' service	... 25	IV Grade: Persons under 5 years' service ... ..	... 25	IV Grade: 1 to 5 years' service ... ..	30
II Grade: above 7 years' service	... 35	III Grade: Persons of 5 to 10 years' service	35	III Grade: 6 to 10 years' service ... ..	40
I Grade: above 14 years' service	... 55	II Grade: Persons of 11 to 15 years' service ... ..	45	II Grade: 11 to 15 years' service ... ..	50
.....		I Grade: 16 to 20 years' service ... ..	55	I Grade: 16 years' service and over ... ..	60
.....		Senior Grade: 10 per cent of total strength ... ..	70	Senior Grade—II class: 10 per cent of cadre.	70
.....				Senior Grade—I class: 2 per cent ... ..	80

Scale introduced in 1916 (i.e., the maximum scale prescribed by Government of India in 1910).

Time scale introduced in 1918.

	Pay RS.	
IV Grade : 1 to 5 years ... ..	30	Rs. 50—§—Rs. 90—Rs. 100 with senior grades
III Grade : 6 to 10 „ ... ..	45	of Rs. 110 and 120. The senior grades
II Grade : 11 to 15 „ ... ..	55	form 10 per cent of total cadre and are
I Grade : over 15 „ ... ..	65	divided into two grades in the ratio of 2 : 1.
Senior grade (II class) 10 per cent of cadre ... ..	80	
Senior grade (I class)—2 per cent of cadre.	100	

129. The following advantages which represent emoluments besides pay are also enjoyed by Sub-Assistant Surgeons—

(a) *Free quarters.*—In cases where free quarters are not provided, Sub-Assistant Surgeons are given a house-rent allowance not exceeding Rs. 15 per mensem in Madras and Rs. 5 per mensem in the mufassal and a higher rate than Rs. 5 may also be given by local bodies for special reasons. This latter concession of house-rent allowance is subject to certain conditions, viz., that the amount should not exceed the rent actually paid, that the subordinate lives within a convenient distance from the institution, etc.

(b) A charge allowance of Rs. 10 per mensem is now drawn by *all Sub-Assistant Surgeons* holding sanctioned appointments. Prior to August 1918, the allowance was given only to those in independent charge of dispensaries; but it having been found that the system of attaching a charge allowance to dispensaries hindered a free transfer of officers to posts where they were most needed, the charge allowance was extended to all men. Besides this charge allowance of Rs. 10, local allowances are given in special localities and duty allowances of varying amounts for special work; these are not, however, universal for the service.

(c) *The right of private practice.*—This is enjoyed by almost all Sub-Assistant Surgeons, except a few in special institutions like Jails, etc. Formerly the Civil Medical Code prescribed a maximum scale of fee, to be levied for private practice, e.g., visits and other such cases. In 1912 the Government held that no useful purpose was served by the retention of these maxima and they cancelled them so that the settlement of fees with private patients might not be fettered by rule.

130. It will be seen that a Sub-Assistant Surgeon draws at least Rs. 60 per mensem and gets free quarters and that his emoluments may be as much as Rs. 130. In addition, he may make money by private practice. The Surgeon-General has not made any proposal on behalf of these officers.

131. The Salaries Committee has, however, been requested to consider the question of the special allowances drawn by Sub-Assistant Surgeons and of regrading their pay so as to merge therein these allowances. The special allowances drawn are given in the following comprehensive list communicated by the Local and Municipal (Medical) Secretariat:—

*Madras City.*

Appointments.	Nature of allowance.	Amount.
(1) Sub-Assistant Surgeons in Madras.	Presidency allowance ... ..	Rs. 10 local allowance.
(2) One Sub-Assistant Surgeon in Maternity Hospital.	Presidency allowance (10) for teaching Indian midwifery pupils (20).	Rs. 20 duty allowance. Rs. 10 local allowance.
(3) One Sub-Assistant Surgeon in General Hospital.	Presidency allowance (10) for teaching ward attendants (10).	Rs. 10 local allowance. Rs. 10 duty allowance.
(4) Sub-Assistant Surgeons in Government Hospital, Rayapuram.	Teaching allowance (25), Presidency allowance (10).	Rs. 10 local allowance. Rs. 25 duty allowance.
(5) One Sub-Assistant Surgeon in Government Hospital, Royapetta.	Presidency allowance (10) for giving clinical instruction to Sub-Assistant Surgeon pupils (Rs. 30).	Rs. 10 local allowance. Rs. 30 duty allowance.



## Madura City—cont.

Appointments.	Nature of allowance.	Amount.
(6) One Sub-Assistant Surgeon in Government Ophthalmic Hospital.	Presidency allowance (10) for Pathological and Bacteriological work (15). The first allowance is merged in Rs. 25.	Rs. 25 duty allowance.
(7) One Sub-Assistant Surgeon in Government Leper Hospital.	For unpleasant nature of work (10); Presidency allowance (10) which merges in duty allowance of Rs. 20.	Rs. 20 duty allowance.
(8) One Sub-Assistant Surgeon in Government Lunatic Asylum, Madras.	For unpleasant and risky nature of work (15 to 25); Presidency allowance (10).	Rs. 15 to Rs. 25 duty allowance. Rs. 10 local allowance.
(9) Sub-Assistant Surgeons in Jails.	Compensation for loss of private practice and special nature of work (15 to 20); Presidency allowance (10).	Rs. 15 to Rs. 20 duty allowance. Rs. 10 local allowance.
<i>Mufassal.</i>		
(10) Sub-Assistant Surgeons in Agency tracts.	The allowance has been sanctioned specifically in addition to charge allowance.	30 per cent of pay local allowance.
(11) Sub-Assistant Surgeons in Cuddapah, Kurnool and other unhealthy localities specified in the Civil Medical Code.	In view of unhealthy locality ...	Rs. 5 to Rs. 15 as per paragraph 223 of the Medical Code (local allowance).
(12) Sub-Assistant Surgeons giving First-aid lectures to police recruits — Anantapur, Coimbatore and Vizagapatam.	In view of the additional work ...	Rs. 15 duty allowance.
(13) Sub-Assistant Surgeons in charge of Police Hospitals in addition to other work.	In view of the additional work ...	Rs. 10 duty allowance.
(14) Sub-Assistant Surgeons at Bapatla and Kumbakonam for visiting the Leper institutions at those places.	Do. do. ...	Rs. 10 duty allowance.
(15) Sub-Assistant Surgeons at Bapatla (15), Pallavaram (15), Guntur (10), Kavali (10), for visiting the criminal settlements in the neighbourhood.	Do. do. ...	Rs. 15 or Rs. 10 duty allowance.
(16) Sub-Assistant Surgeons on plague duty at ports on cholera duty, famine duty, festival duty, etc.	In view of risky nature of work ...	Rs. 10 duty allowance or Rs. 30 or Rs. 5 duty allowance (varying rates).
(17) Sub-Assistant Surgeons in Lunatic Asylums.	In view of the risky and unpleasant and special nature of work.	Rs. 15 or Rs. 25 duty allowance according to service.
(18) Sub-Assistant Surgeons in Jails.	Compensation for loss of private practice and special nature of work.	Rs. 15 or Rs. 20 duty allowance according to service.
(19) Sub-Assistant Surgeons in Pasteur Institute, Coonoor.	In view of special nature of work and costliness of climate.	Rs. 20 or Rs. 30 local allowance according to service + Rs. 5 warm clothing allowance.

*Mufassal—cont.*

Appointments.	Nature of allowance.	Amount.
(20) Sub-Assistant Surgeon, Amin-divi.	For vaccination work ... ..	Rs. 10 duty allowance.
(21) Sub-Assistant Surgeons employed under the scheme for extension of medical relief to rural areas.	Compensation for loss of private practice while on tour sanctioned specifically in addition to charge allowance.	Rs. 20 local allowance.
(22) Sub-Assistant Surgeons attached to Forest College, Coimbatore.	Compensation for loss of private practice and touring in malarious tracts.	Rs. 10 local allowance.

132. In the Surgeon-General's opinion, if the special allowances now given are abolished, the appointments to which they are attached will become very unpopular and it will be difficult to get a Sub-Assistant Surgeon to stay with contentment in these appointments, a condition which would not be conducive to efficiency and should therefore be avoided. The Government have, however, passed orders permitting the uniform charge allowance of Rs. 10 to be drawn in addition to other allowances for special work only in the following cases:—

1. Sub-Assistant Surgeons attached to Police Hospitals at Anantapur, Coimbatore and Vizagapatam. Special allowance of Rs. 15 per mensem for lecturing in First Aid to Police recruits.
2. Sub-Assistant Surgeons attached to District Headquarter Hospitals and in additional charge of local Police Hospitals. Charge allowance of Rs. 10 per mensem for the charge of Police Hospitals.
3. Sub-Assistant Surgeons doing duty as Port Health Officers. Plague duty allowance of Rs. 10 per mensem.

The Government consider "that the whole question of these officers' charge allowances and special allowances must be reconsidered and that their salaries must be regraded, so that as a general rule the salary in itself may be adequate for the duties to be performed. A charge allowance is in its essence an allowance given to an officer for doing the duties of some other officer in addition to his own, and special local allowances should be confined to cases which are really exceptional such as duty in Agency tracts or leper hospitals. It is impossible to provide for ordinary differences in the work or amenities of different posts by a system of allowances and officers must be prepared to take the rough with the smooth in their career as a whole and look for compensation for an unpleasant station or an unremunerative turn of duty to a better appointment in due course."

The Government have accordingly referred the question of regrading the salaries of Sub-Assistant Surgeons to the Salaries Committee for consideration.

133. As regards these local allowances the Committee has no hesitation in recommending that the uniform charge allowance of Rs. 10 which is a duty allowance counting for leave and pension should be incorporated as part of the substantive pay of Sub-Assistant Surgeons. No object is served by treating such an allowance as separate from pay when it is drawn by all officers. Next as regards those local allowances (these do not count for pension and leave) that are granted in unhealthy or specially expensive localities, the Committee is equally clear that they should continue. The list of such places will be dealt with separately in Chapter XII below. There remain the numerous other local allowances enumerated in the list above. To raise the pay of Sub-Assistant Surgeons generally so as to make it unnecessary to pay any particular man extra for doing any of the pieces of work for which such allowances are now paid, or unnecessary to compensate them for the disability now considered deserving of compensation, is open, the Committee feels, to the objections urged by the Surgeon-General. It is true that, in theory, compensation may be effected by judicious transfer so that in the long run all men fare alike. But the Committee is fully persuaded that this is a counsel of perfection and that there is no chance of its being followed in practice. Conditions of service are not uniform and, as a matter of practical administration, the Committee considers that the lack of uniformity will be better remedied by the grant of special allowances than by prescribing a uniform scale and attempting to mitigate the results by a system of transfer. Sub-Assistant Surgeons are presumably chosen for teaching work or for work in special hospitals, such as Leper and Lunatic Asylums, because of their special qualifications for that work. A system of transfers devised to give all a turn at

specially unpleasant or arduous duties would, the Committee conceives, militate against efficiency. The Committee cannot, therefore, generally condemn the system of allowances paid to Sub-Assistant Surgeons.

134. Having come to this conclusion, however, the Committee feels a further difficulty, as it appears to them that, irrespective of these allowances, the scale of pay of Sub-Assistant Surgeons is too low notwithstanding the recent revisions and would be so even if raised by the incorporation of the general charge allowance of Rs. 10. With this allowance the scale would begin at Rs. 60 and end at Rs. 130. The Sub-Assistant Surgeon has to undergo a long period (now 4 years the Committee understands) of special training. He gets free quarters and may get private practice; but he has practically no chance of promotion to the next higher grade of the medical service, that of Assistant Surgeon, as that can be entered only by graduates in Medicine. It seems, therefore, to the Committee that his average normal salary should equal that which the Committee has taken as a standard for officers of the rank of Deputy Tahsildar namely about Rs. 150. The Committee would, therefore, propose a scale of Rs. 75—5—175 as suitable for Sub-Assistant Surgeons. This represents an average of Rs. 125 or with private practice perhaps Rs. 150. This scale would be inclusive of the present uniform charge allowance but not of allowances payable in unhealthy or specially expensive localities. As regards the other allowances, some compensatory and some duty, now paid the Committee cannot recommend that all should be abolished, but considers that, if the liberal scale of salary it has proposed is accepted, the list of these allowances should be jealously scrutinized by competent authority, such as the Surgeon-General, and retrenchment effected where strong justification does not exist. For example, the Committee would concede an allowance for regular teaching in addition to medical work, but not for occasional instruction in first-aid: it would consider an allowance for work in a Leper Hospital or Lunatic Asylum justifiable, but not an allowance for occasional visits to a Leper settlement, still less to a Criminal tribes settlement.

135. The Committee is aware that the scale it has put forward as adequate is considerably higher than the existing scale which itself is of recent origin. It feels, however, that, even if the emoluments proposed to be given to present incumbents be unduly large in their case, the needs of the country require a good class of men for these appointments, and that the interests of human welfare and sanitation generally will be well served by the extra expenditure proposed.

#### SANITATION DEPARTMENT.

136. The only service of executive subordinates in the Sanitary Department paid from Provincial funds that falls within the purview of the Salary Committee's inquiries is that of the Deputy Inspectors of Vaccination. These officers were up to 1903-04 paid from Local funds; with the introduction of the Provincial Settlement on 1st April 1904, the charges on account of their pay and local allowances were provincialized. The rate of pay then fixed for them was in three grades of Rs. 40, Rs. 60 and Rs. 70. Additions were made to the staff of Deputy Inspectors from time to time to meet current requirements; and the total strength stood at 86 in 1917, including 5 men employed in the King Institute. In July 1917, the Local Government introduced, with the approval of the Government of India, a comprehensive scheme of reorganization of vaccination establishments the main features of which were—

(i) The duty of verification of vaccination was thrown entirely on Deputy Inspectors, the Vaccinators being left to do only vaccination.

(ii) The number of Deputy Inspectors was increased and a reduction was made in the staff of Vaccinators, in consequence of the change referred to in clause (i).

(iii) Better qualifications were insisted on both for Deputy Inspectors and Vaccinators.

As regards Deputy Inspectors, the Government found that the service had failed to attract men of the class required; the work was distasteful and, if conscientiously performed, arduous; and the prospects poor. Government therefore improved the emoluments of the inspecting staff, by raising their pay and increasing their number from 86 to 109. The following statement compares the rates of pay of Deputy Inspectors of Vaccination in force at the various revisions:—

Scale as budgeted for in 1904-05.	Scale in force prior to the reorganization of 1917.	Scale sanctioned in the reorganisation of 1917.
Rs.	Rs.	Rs.
24 (70)	24 (70)	27 (80—4—100)
8 (60)	25 (60)	38 (85—3—80)
26 (40)	37 (40)	44 (50—3—65)
—	—	—
58 Average pay — Rs. 55.	86 Average pay — Rs. 54.	109 Average pay — Rs. 73.

Four additional men have been appointed since the year 1917.

137. The Government also made it a rule in 1917 that Deputy Inspectors of Vaccination should generally be recruited direct; but in exceptional cases Vaccinators of proved merit and ability who have qualified as Sanitary Inspectors are appointed. The men appointed direct are required to serve as Vaccinators under a taluk board before taking charge of a range.

Among the qualifications now required from Deputy Inspectors are (i) that they should be S.S.L.C. men or those who have secured a pass in a higher examination and (ii) that they should have qualified as Assistant Sanitary Inspector or Sanitary Inspector.

In the reorganization of August 1917 they were also granted, instead of travelling allowance under the ordinary rules, a fixed travelling allowance of Rs. 15 per mensem each; this was raised in May 1918 to Rs. 20 per mensem.

138. No special recommendation has been made by the Sanitary Commissioner regarding this class of officers. They have no prospects of promotion beyond their class; but their training and professional knowledge is inferior to that of a Sub-Assistant Surgeon. The Committee considers that if the existing scale of pay is replaced by a time-scale with a somewhat higher starting point, it would be sufficient. The Committee, therefore, recommends a scale of Rs. 60—2—100.

#### AGRICULTURAL DEPARTMENT.

139. The Agricultural department as reconstituted in 1905-06 provided for a subordinate agricultural staff consisting of

(a) Assistants to the superior scientific staff employed in the Agricultural College at Coimbatore who were mainly divided into grades of Rs. 50 to 100 or 150 and Rs. 150 to 250 and

(b) Farm Managers and Assistant Farm Managers, the former being divided into two grades of Rs. 50—5—100 and Rs. 100—10—150 and the latter drawing a uniform rate of Rs. 35—3—50.

In 1915 a reorganization scheme was introduced with the sanction of the Secretary of State; the scheme, besides providing for a large increase to the superior staff of the Agricultural department which was required in order to divide the Presidency into seven distinct agricultural divisions, also sanctioned concurrently a material addition to the subordinate service. The subordinate service was divided into two sections, the *first* an Upper Subordinate staff consisting of Farm Managers, Teachers in the college, Senior District Inspectors and Scientific Assistants in the college—a total cadre of 84 appointments; the *second*, a Lower Subordinate branch of 141 appointments consisting of Assistant Farm Managers, Junior Inspectors and Fieldmen.

The following statement exhibits the scales of pay and establishment of the subordinate Agricultural service before April 1915, and the scale as sanctioned in the reorganization scheme :—

\* Scale in force before the reorganization scheme.

Scientific Assistants---		Rs.
2 Senior Assistants ...	150—20—250	
1 Senior Assistant ...	150—10—250	
12 Junior Assistants ...	50—10—150	
1 Junior Assistant ...	50—10—100	
Farm Managers, etc.---		
6 Farm Managers ..	100—10—150	
17 "	50—5—100	
26 Assistant Farm Managers	35—3—50	
6 Fieldmen ...	25— $\frac{5}{2}$ —50	
<hr/>		
71. Average pay for all	... Rs. 80	
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\* Scale as sanctioned in the reorganization.

Upper Subordinate branch---		
6 posts on Rs. 200	} Out of these	seven are reserved for Scientific Assistants.
10 posts on Rs. 175		
16 posts on Rs. 150		
10 Scientific Assistants on a pay of Rs. 75—75—75—5—125		
42 Farm Managers or Agricultural Inspectors on pay of Rs. 50—5—125.		
<hr/>		
84	Average pay	... Rs. 122
<hr/>		
Lower Subordinate branch---		
6 posts on Rs. 90		
9	" "	85
18	" "	80
108	" "	35— $2\frac{1}{2}$ —75
<hr/>		
141	Average pay	... Rs. 63
<hr/>		

\* Exclude the Veterinary Assistant and Engineering Assistant who continued on the old rates of Rs. 150—10—250.

140. It will be seen that the main features of the reorganization scheme, apart from the increase in numbers, was to introduce a time-scale for both the branches, upper and lower, of the Subordinate Agricultural service, with selection posts in each branch, viz., Rs. 150, 175 and 200 grades for the upper, and Rs. 80, 85 and 90 for the lower. The rates of pay were carefully worked out by comparison with the Educational department. In the case of the Scientific Assistants an initial pay of Rs. 75 was adopted, because it was held that good science graduates were not so easily obtainable as graduates in arts or history and as such persons started on Rs. 75 in the Educational department, the same initial pay was granted in the Agricultural department.

141. The budget estimate for 1919-20 shows that the full complement of staff as sanctioned in the reorganization scheme has not yet been employed; the number of Scientific Assistants has, however, slightly increased. Government also introduced in February 1919 a modification in the rate of pay of Farm Managers of last grade, viz., Rs. 50—5—125; it is now divided into two grades of Rs. 50—5—100 and Rs. 100—5—125. The result of this modification is that the time-scale feature of the reorganization has been abandoned in favour of progressive rates of pay in two grades. It will probably be found expedient to revert to a simple time-scale when the department is more fully developed and the staff more completely recruited.

142. The Director of Agriculture, who was consulted, has not proposed any enhancement or revision of the rates of pay of the subordinate agricultural staff. Mr. Wood, however, presses for a modification of the system under which the Scientific Assistants are promoted to the highest grades of Rs. 200, 175 and 150 by means of selection posts. He remarks as follows:—

“I disapprove, at any rate, for our scientific staff, of the system of selection posts at the head of a grade. It is always more or less a toss-up as to whether your scientific research worker will prove a good bargain or not. But you want to keep him contented, and if he gets on a grade which carries him steadily through with regular promotions, and without the necessity of lobbying for accelerated promotion, I think you are more likely to get better work out of him. The matter is particularly difficult in this department, as I am supposed to be able to decide whether one man is better as a mycologist than another man as a chemist.”

The difficulty referred to seems to be real. A similar difficulty has been felt in the matter of the promotion of the Indian Agricultural Service and Provincial Agricultural Service officers under a system of time-scale pay with selection posts at the top, as the work of the officers engaged in different branches of research and

their merits in each cannot be properly compared; the Madras Government have accordingly suggested in these cases a continuous time-scale up to the maximum, with an efficiency bar at a prior stage. The Committee mentions the matter as it has been brought to its notice, but the question seems to be one of organization rather than of salaries and the Committee does not feel called upon to suggest a solution.

143. As regards the scales of pay, the average rates agree fairly with the Committee's standards, and the Committee considers them adequate

#### VETERINARY DEPARTMENT.

144. A scheme for the organization of the Veterinary Department was first sanctioned by the Secretary of State in 1907. This provided for the following cadre of subordinate veterinary staff to be gradually introduced in this Presidency :—

		Rs.
Fifteen Veterinary Inspectors	... ..	{ 6 on 100-4-120 9 on 85-3-100
One hundred and thirty-two Veterinary Assistants	.. ..	{ 13 on 75-2-85 40 on 50-5-75 79 on 30-4-50

The rates of pay mentioned above continued in force till very recently; in October 1919 the pay has been enhanced. During the interval from 1907 to 1919 various kinds of allowances came to be attached to the posts held by the subordinate veterinary staff.

145. The Government in the beginning of the year 1919 asked the Superintendent, Civil Veterinary Department, to consider the question of the allowances drawn by these officers and to submit proposals for their abolition and for a revision of their pay. Mr. Ware thereupon proposed two grades of progressive pay for Veterinary Assistants of Rs. 60-4-80 and Rs. 80-2-100 and three grades of Inspectors on Rs. 100, 150 and 200 so as to bring their emoluments in line with those of Sub-Assistant Surgeons and Assistant Surgeons in the Medical Department. Government, however, did not accept Mr. Ware's proposals in their entirety and sanctioned the following less costly scale :—

Scale of establishment prior to the reorganisation of October 1919.		Scale proposed by Mr. Ware.		Scale sanctioned by Government.	
<i>Inspectors.</i>		<i>Inspectors.</i>		<i>Inspectors.</i>	
7 Veterinary Inspectors ..	Rs. 100-4-120	8 Veterinary Inspectors.	Rs. 200	7 Veterinary Inspectors.	Rs. 110-4-130
10 Do. ..	85-3-160	6 Do. ..	150	10 Do.	100-2-110
		8 Do. ..	100		
17 Average ..	103	17 Average ..	135	17 Average ..	113
<i>Assistants.</i>		<i>Assistants.</i>		<i>Assistants.</i>	
13 Veterinary Assistants ..	75-2-85	53 Veterinary Assistants.	80-2-100	13 Veterinary Assistants.	90-2-100
40 Do. ..	50-5-75	79 Do.	60-4-80	40 Do.	65-5-90
79 Do. ..	30-4-50			79 Do.	45-4-65
132 Average ..	54	132 Average ..	81	132 Average ..	69

The opportunity was taken at the same time to abolish or modify various allowances drawn by Veterinary officers.

146. The average pay of the Veterinary Assistant is above the Committee's standard: that of the Inspectors is rather below the standard corresponding to Deputy Tahsildar. But the conditions of the recruitment and work are, of course, not comparable: and the Committee sees no reason to doubt the adequacy of either scale. A simple time-scale would appear to be more suitable than the grades of incremental scales in force, but as the latter have been so recently sanctioned the Committee does not recommend any change.

#### CO-OPERATIVE SOCIETIES.

147. The officers in the department under the Registrar of Co-operative Societies to be dealt with by the Salaries Committee are Inspectors of Co-operative societies. The department came into existence only about 15 years ago and with the rapid expansion of co-operative societies during the past ten years the staff required for supervision has also greatly increased. At the beginning of 1907-08 there were only four Inspectors—2 on Rs. 40-2½-60 and 2 on Rs. 35 each. In January 1908 two

additional Inspectors were sanctioned, 1 (100—10—150) and 1 (75—5—100); owing to the very rapid increase in the number of societies, Government sanctioned in October 1908 the employment of five additional Inspectors on Rs. 40—2½—60 which rate of pay was also then adopted as the minimum for Inspectors instead of Rs. 35. The staff as sanctioned in October 1908 thus consisted of eleven Inspectors —

Rs.

1 (100—10—150)  
1 (75—5—100)  
9 (40—2½—60)

In 1908 the Registrar was authorized to employ one additional Inspector for every 25 societies registered above 100.

148. In 1910, the Registrar of Co-operative Societies stated that the initial pay of Rs. 40 then given to Co-operative Inspectors was no longer necessary, because these men had not to travel throughout the Presidency as they had to do at first; societies had now become concentrated in local areas and villagers had become accustomed to co-operative ideas. The Registrar accordingly suggested a starting pay of Rs. 25 as sufficient for Inspectors and he proposed also that they should be granted fixed travelling allowances, instead of ordinary travelling allowance under the Civil Service Regulations—a proposal which then required the sanction of the Government of India. The Local Government agreed that a new grade of Inspectors on lower pay might be appointed but they fixed their pay at Rs. 30—2—40 per mensem with ordinary travelling allowance admissible under the Civil Service Regulations. The power vested in the Registrar of Co-operative Societies of employing one Inspector for every 25 registered societies continued up to 31st March 1911, on which date there were actually 25 Inspectors. In 1911—12 Government directed that proposals for any increase of Inspectors should first receive their approval before the staff was employed; the staff was accordingly increased on application by three men in June 1912; the staff as thus sanctioned consisted of 28 Inspectors paid as below :—

Rs.

1 on 100—10—150.  
1 on 75—5—100.  
18 on 40—2½—60.  
8 on 30—2—40.

149. In March 1913, the Government sanctioned on application from the Registrar a further addition of 16 men to the Inspectors' staff. But, in making this addition, a departure was made from the usual practice of creating progressive appointments for Inspectors and the 16 additional posts were put on fixed grades of Rs. 80, Rs. 70, Rs. 60, Rs. 40 and Rs. 30. In October 1913, a further addition of 10 Inspectors on fixed grade pay of 7 (40) and 3 (30) were sanctioned. The total strength of Inspectors thus stood at 54. From 1913 to 1918 no additions were made to the Inspecting staff. In February 1918, Mr. Hemingway pleaded strongly for the creation of additional Inspectors' posts and he calculated his requirements at (54 + 14 or) 68 men in all. The Government considered the scale of pay fixed for Inspectors as unsuitable and they asked Mr. Hemingway to suggest a suitable scale of pay for the entire staff of the co-operative Inspectors so as to eliminate the inequalities in grading then caused by some appointments being placed on grade pay and others on progressive pay; meanwhile the additional men required were sanctioned on a fixed grade pay temporarily. Mr. Hemingway submitted in August 1918 his reorganization scheme, the chief features of which were—

(a) All men on Rs. 30 and above in the department, whether clerks or Inspectors, were put in a common cadre with rates of pay personal to them, so that clerks and Inspectors could be easily interchanged. Mr. Hemingway claimed some advantages for this method of grading.

(b) These subordinates were placed in several grades of progressive rates of pay ranging from a minimum of Rs. 30 to a maximum of Rs. 150.

(c) Clerks on Rs. 30 and less were placed on grade pay.

Mr. Hemingway's scheme was sanctioned in December 1918 with some modifications in minor details. The following statement exhibits the scale of establishment in the co-operative department in force before and after the reorganization of December, 1918:—

Before the reorganization of 1918.		After the reorganization of 1918.	
<b>Inspectors—</b>		<b>Inspectors—</b>	
1 (100—10—150).	22 (40).	1 (100—10—150)	} Chief Inspectors.
1 (75—5—100).	8 (30—2—40).	2 (80—4—100)	
2 (80).	11 (30).	8 (60—2—80)	
3 (70).	—	52 (40—2½—60)	} Inspectors.
2 (60).	68	31 (30—2—40).	
18 (40—2½—60).	—	—	94
<b>Clerical staff.</b>		<b>Clerks in Co-operative Department—</b>	
<b>Registrar's office—12 men—</b>		12 (30).	
1 (100).	2 (40).	9 (25).	19 (20).
1 (80).	2 (35).	—	40
1 (70).	3 (30).	—	—
1 (50).	1 (20).	—	—
<b>Eight Assistant Registrars' offices—48 men—</b>		<b>Total ... 134 men.</b>	
8 (50).	8 (25).	—	
8 (40).	16 (20).	—	
8 (30).	—	—	
Total 128 men.		—	

Since then some slight additions have been made, viz., 1 Inspector on Rs. (60—80) 12 in the Rs. (40—60) grade and eight in the Rs. 30—40 grade.

150. A large scheme involving considerable additions to the co-operative staff has, the Committee understands, been recently sanctioned by the Local Government. This scheme provides for the appointment of 13 additional Assistant Registrars (to be included in the Deputy Collectors' cadre) with the establishment required for them and of 192 additional Inspectors in the following grades:—

1 (80—4—100)	103 (40—2½—60)
74 (60—2—80)	74 (30—2—40)

It will be observed that the grading and rates of pay follow those settled in December 1918.

151. As clerks on more than Rs. 30 and Inspectors are included in one cadre, Mr. Hemingway's proposals regarding both classes have to be considered together. Mr. Hemingway recommends that for *clerks* the minimum pay should be Rs. 30 (in Madras Rs. 35); and he expresses preference for a time-scale of pay for them so as to enable them to rise to a maximum of Rs. 60. The existing system of pay in his department is, in his opinion, better than grades of fixed pay, but he would like a time-scale still better.

In regard to Inspectors Mr. Hemingway's view is that they are persons who, though not possessing very high educational qualifications, are yet expected to exercise a certain amount of independent judgment and use considerable tact and commonsense: and that therefore they should be paid a good deal more than a clerk. Rs. 40 as a minimum, rising on some sort of time-scale to Rs. 80, with adequate travelling allowance to meet the real cost of moving about will, in his opinion, suffice.

As regards superior *clerical* and *inspecting* establishment, Mr. Hemingway is not so clear. An initial pay of Rs. 60 or Rs. 80 for such men with prospects of rising to Rs. 150 or even higher, recruited partly direct and partly by promotion of the best juniors may, in his opinion, ultimately yield a class of officers who could replace the present Deputy Collector class of Assistant Registrars and thus result in economy. Mr. Hemingway is not quite sure whether this will tend to efficiency; and he has therefore refrained from making any such recommendation.

152. The co-operative department, with its *combined cadre* for clerks and subordinate executive staff, presents an altogether special feature, which is not to be found in any other department. So far as the junior or routine clerks are concerned, Mr. Hemingway's views accord with the Committee's recommendation that such clerks generally should be on a scale of Rs. 30—1—60. As regards the Inspectors also, Mr. Hemingway's proposed scale of Rs. 40 rising to Rs. 80 would accord with the Committee's proposed standard of Rs. 60. With higher clerical posts the Committee is not dealing. And as regards the higher executive subordinates (not of provincial



service status), Mr. Hemingway's proposed scale of Rs. 60 or Rs. 80 rising to Rs. 150 or the present three grades of Rs. 60—2—80, Rs. 80—4—100 and Rs. 100—10—150 seems adequate.

153. The Committee would here remark that the travelling allowances of the Inspecting staff of this department might appropriately be in the shape of fixed monthly allowances. The Committee observes that such a proposal was made by two Registrars in the past.

#### PUBLIC WORKS DEPARTMENT.

154. The subordinate executive staff of this department which has to be dealt with by the Salaries Committee is composed of the following classes of officers:—

(a) *Lower Subordinates.*

(b) *Upper Subordinates*, in the grades of Overseer and Supervisor. Upper Subordinates in the grade of Sub-Engineers are gazetted officers and are outside the scope of the Salaries Committee's inquiries.

155. *Lower Subordinates.*—This establishment was first constituted in 1884 and the rates of pay then fixed continued in force till the beginning of 1913 when they were revised. The following are the scales before and after the reorganization sanctioned in January 1913:—

Scale before reorganization of 1913.	Scale after reorganization of 1913.
61 (Rs. 50 — $\frac{10}{5}$ — 70 — $\frac{10}{5}$ — 90)	Rs. 7 on 80
56 (Rs. 35 — $\frac{5}{5}$ — 40)	16 " 70
97 (Rs. 25 — $\frac{5}{5}$ — 30)	22 " 60
	25 " 50
	35 " 45
	38 " 40
	38 " 35
	33 " 30
214 Average cost Rs. 44.	214 Average cost Rs. 45.

Although the average cost was not increased, the revised system of grading improved the prospects of the men. When the service was first constituted in 1884, no examination qualification was prescribed in the case of these subordinates. In 1913, however, Lower Subordinates had to be persons who had qualified by the lower subordinate test of the College of Engineering; and it was consequently held that some improvement of their pay was required to attract a satisfactory type of candidate for these posts. The minimum pay of these men was raised from Rs. 25 to Rs. 30 but it was ruled that no grain compensation allowance should be drawn by future entrants to the service.

156. Subsequently in 1913-14 the draftsmen establishment in the various Public Works Department offices was reorganized; instead of the draftsmen's posts previously existing, the Government found it preferable to include 24 chief posts held by them in the Upper Subordinate cadre and 138 other posts in the Lower Subordinate cadre, in the various grades ranging from Rs. 30 to Rs. 80. Although, for purposes of promotion, the draftsmen are included in the cadre of the Subordinate Executive staffs, they still are holders of ministerial appointments, and the Salaries Committee is not concerned with them. The budget for 1919-20 shows that the number of Lower Subordinates at present engaged on "General duty and Conservancy" is as follows:—

	Cost. RS.
12 Sub-overseers on Rs. 80	960
19 Do. " 70	1,330
29 Do. " 60	1,740
38 Do. " 50	1,900
50 Do. " 45	2,250
50 Do. " 40	2,000
49 Do. " 35	1,715
50 Do. " 30	1,500
1 on Rs 50 — $\frac{10}{5}$ — 70 "	60
	13,455
298	Average Rs. 45.

157. *Upper Subordinates.*—According to the rules in the old Public Works Department Code the strength of this class of officers was determined by the Government of India for each province; and the Code laid down a definite distribution of these men between grades as follows:—

		Rs.	
Sub-Engineers	... Three-sixteenths of total upper subordinate cadre.	{	I grade 400— $\frac{50}{5}$ —500
			II " 300
			III " 250
I : II : III grade :: 1 : 1 : 2.			
Supervisors	... Five-sixteenths of upper subordinate cadre.	{	I grade 200
			II " 150
I : II grade :: 3 : 5.			
Overseers	... Half of total cadre	{	I grade 100
			II " 80
			III " 60

Proportion in each grade of overseer was not laid down by the Government of India.

158. In 1912, the Local Government submitted for sanction a reorganization scheme of the Upper Subordinate cadre the main features of which were:—

(a) Ninety-six temporary posts of Upper Subordinates were abolished as such and were permanently added to the cadre.

(b) The proportion of Sub-Engineers to the total cadre, as laid down in the Code, was abandoned and the total number of Sub-Engineers was fixed with reference to actual requirements for subdivisional charges.

(c) Sub-Engineers were divided into six grades of Rs. 250, Rs. 300, Rs. 350, Rs. 400, Rs. 450, Rs. 500: and the former subdivisional allowance of Rs. 30 admissible to Upper Subordinates holding subdivisions was abolished.

(d) Twenty-four posts held by important draughtsmen were also added to the Upper Subordinate cadre.

The scheme was approved by the Secretary of State and was introduced in 1913. The following statement compares the scales and rates of pay before and after the reorganization of 1913:—

Scale before the reorganization of 1913.

		Rs.
10 Sub-Engineers	...	400— $\frac{50}{5}$ —500
9 "	...	300
18 "	...	250
—		—
37		—
—		—
Average	...	316
—		—
23 Supervisors	...	200
38 "	...	150
—		—
61		—
—		—
Average	...	169
—		—
49 Overseers	...	100
31 "	...	80
17 "	...	60
—		—
97		—
—		—
Average	...	87

Total 195: General average Rs. 156.

Scale after the reorganization of 1913.

		Rs.
3 Sub-Engineers	...	500
6 "	...	450
9 "	...	400
12 "	...	350
17 "	...	300
21 "	...	250
—		—
68		—
—		—
Average	...	329
—		—
34 Supervisors	...	200
47 "	...	150
—		—
81		—
—		—
Average	...	171
—		—
65 Overseers	...	100
70 "	...	80
31 "	...	60
—		—
166		—
—		—
Average	...	84

Total 315: General average Rs. 159.

It will be seen that the average pay of Overseers was reduced; but the reorganization benefited Sub-Engineers considerably and the general Upper Subordinate service slightly. The actual rates of pay for Overseers and Supervisors which had been in force since the eighties of last century were left untouched. The very large addition to the cadre made in 1913 seems to have occasioned a block in promotion, which is now the subject of complaint.

159. A resolution was moved in 1913 in the Legislative Council by the Hon'ble Mr. T. V. Seshagiri Ayyar that men who held B.E. degrees from the College of Engineering should be more largely employed than in the past in order to provide recruits for Sub-Engineers' posts and that such men should be given a starting pay of Rs. 100 per mensem. The practice then was to treat graduates and passed Upper Subordinates of the College of Engineering alike, and start them all on Rs. 60 per mensem except that the first students got guaranteed posts. The Government decided to give a B.E. a starting pay of Rs. 100 and some additions were accordingly made to the temporary Upper Subordinates' posts on Rs. 100 so as to provide for this change of policy.

160. In 1915, the Government of India recognizing that the pay of the Upper Subordinate service was inadequate, circularized all Local Governments authorizing them to reorganize the scale of pay of their Upper Subordinate establishments subject to certain general principles, viz.—

(1) that the average pay of an Upper Subordinate should be raised so as not to exceed Rs. 194½ (the average in Madras was Rs. 159),

(2) that the maximum pay of Sub-Engineers should not exceed Rs. 550,

(3) that a time-scale might be adopted and an actuarial time-scale was sent as a sample for guidance. In some provinces, a revision appears to have been effected on these lines, e.g., in the United Provinces. The Madras Government preferred to wait for more settled financial conditions after the war, before introducing the improvements suggested by the Government of India.

161. In July 1917 the Government found it necessary to issue the following orders to regulate increases of pay to temporary Upper Subordinate establishments :—

“Temporary Upper Subordinates are of two classes, viz., those who have passed the Engineer test and started on a salary of Rs. 100 per mensem and those who have passed, or have been exempted from passing, the Upper Subordinate test and started on a salary of Rs. 60 per mensem. A considerably larger number of men of both these classes are entertained in the department than there are, eventually, permanent appointments for; and there are therefore a number of temporary Upper Subordinates who have rendered approved service but who have not been appointed to the permanent Upper Subordinate establishment owing to the limited number of vacancies on that establishment. The Government have already recognized the necessity for encouraging such men, and have been sanctioning annually since 1913 increase of pay to deserving temporary Upper Subordinates. With a view to place the matter on a more satisfactory basis and to avoid inequality of treatment, the Government hereby authorize the Chief Engineer to grant in accordance with the following rule increases of pay to temporary Upper Subordinates who have rendered approved service” :—

“Temporary Upper Subordinates who have passed the Engineer test may be granted triennially an increase of pay of Rs. 20 up to Rs. 200.

“Temporary Upper Subordinates who have passed or have been exempted from passing, the Upper Subordinate test may be granted triennially an increase of Rs. 10 up to Rs. 100, and thereafter of Rs. 20 up to Rs. 200.”

162. Meanwhile the Government of India appointed a special committee presided over by Mr. Sly (now Sir F. Sly) to report on the question of the organization, methods and procedure of the Public Works Department; and the report submitted by this Committee contains proposals relating to the organization of this department. These proposals in so far as they affect points to be dealt with by the Salaries Committee are briefly—

(i) That a provincial service (next below the Superior Engineering service now corresponding to Engineers and Assistant Engineers) is to be formed. This service is to be recruited direct from the engineering classes of colleges, i.e., by holders of the B.E. degree; their pay is to be Rs. 250 to Rs. 550 and their strength is to be sufficient to fill all subdivisional charges not held by Assistant Engineers.

(ii) That a single subordinate service is to be formed next below this provincial service, to contain the whole engineering staff of the department below the rank of subdivisional officer; and the minimum pay for this service, which will be held by lower subordinates, is to be Rs. 50 per mensem.

It would thus appear that the 'Upper Subordinate Service', as it is now called will be abolished as such; this service the Public Works Reorganization Commission consider to be 'an undesirable compromise between the Engineer officer and the subordinate proper.'

163. The Public Works budget for 1919-20 shows that at present the Upper Subordinate staff, permanent and temporary, is constituted as under :—

*Permanent.*

69 Sub-Engineers : 3(500), 6(450), 10(400), 11(350), 17(300), 22(250).  
 83 Supervisors : 35(200), 48(150).  
 177 Overseers : 69(100), 71(80), 31(60).

*Temporary.*

67 Sub-Engineers (250).  
 195 Upper Subordinates : 2 (200), 3 (170), 2 (150), 16 (120), 42 (100), 7 (90),  
 10 (80), 83 (70), 30 (60).

164. Mr. Howley says, in general, that the existing salaries of employees of his department are inadequate, more especially in lower grades. While the whole organization of his department is in the melting pot, he is not able to make any definite proposals and he considers it useless to make any detailed proposals before the final orders of the Government of India are received on the Public Works Reorganization Committee's report. Mr. Howley, however, considers

(a) that the *very minimum* starting pay of Lower Subordinates should be Rs. 50, and that this should be further raised if the pay of Revenue Inspectors and such other non-technical classes of employees is raised ;

(b) that starting pay for Upper Subordinates should be Rs. 80.

165. For the purpose of the present report the Committee considers it sufficient to deal with the case of Sub-Overseers and that of Overseers and Supervisors. Sub-Overseers are now paid in grades from Rs. 30 to Rs. 80 per mensem. It is true that they undergo a course of professional training but their duties are clearly of a more narrow and less important scope than those of a Revenue Inspector. The Committee considers that a time-scale of Rs. 50—2—100 would be adequate, according to the Committee's standard, for this class of subordinate whose qualifications do not admit of his promotion to the next higher class of Overseer. Overseers are paid in grades from Rs. 60 to Rs. 100 and Supervisors from Rs. 150 to Rs. 200. As the Sub-Engineers' class on the Provincial Service will probably start on a salary of Rs. 250, the Committee would fix as adequate a scale of Rs. 75—5—125 for Overseers and of Rs. 150—5—200 for the next higher grade of Supervisor.

**MINOR IRRIGATION STAFF.**

166. A permanent minor irrigation staff, consisting of qualified Upper and Lower Subordinates, was first sanctioned by the Secretary of State in 1898 in the place of the temporary establishments previously employed by the Collectors of districts for the charge of minor irrigation works. The establishment then sanctioned consisted of 6 Supervisors in 2 grades of Rs. 120 and Rs. 140; 21 Overseers in 3 grades of Rs. 60, Rs. 80 and Rs. 100 and 66 Sub-Overseers in 3 grades of Rs. 30, Rs. 40 and Rs. 50, and it continued unchanged till 1914 save for a few additions sanctioned from time to time in the Sub-Overseer grade to meet current requirements.

167. The question of increasing the annual outlay on minor irrigation works having been raised in the Legislative Council by Mr. S. T. Shunmugham Pillai in March 1911, the Board of Revenue made a careful investigation of the subject; and one of the proposals made by the Board of Revenue was to improve the pay and prospects of the minor irrigation staff. The Board stated that these men remained on the same pay for considerable periods with little, if any, prospects of promotion;

and it accordingly proposed incremental rates of pay for the executive staff which were sanctioned by Government with some modifications. The following statement sets out the various scales.

Scale sanctioned in 1898.			Scale before the reorganization of 1914.			Scale after the reorganization of 1914.		
Rs.			Rs.			Rs.		
<b>Supervisors—</b>			<b>Supervisors—</b>			<b>Supervisors—</b>		
2	...	140	2	...	140	II	...	120—4—140
4	...	120	4	...	120			
6			6					
Average pay 127			Average pay 127			Average pay 13		
<b>Overseers—</b>			<b>Overseers—</b>			<b>Overseers—</b>		
4	...	100	5	...	100	36	...	60—2½—100
7	...	80	8	...	80			
10	...	60	8	...	60			
21			21					
Average pay 74			Average pay 77			Average pay 82		
<b>Sub-Overseers—</b>			<b>Sub-Overseers—</b>			<b>Sub-Overseers—</b>		
18	...	50	23	...	50	98	...	30—2—60.
24	...	40	25	...	40			
24	...	30	37	...	30			
66			85					
Average pay ... 39			Average pay 38			Average pay 47		

168. Notwithstanding the improvement in pay and prospects effected in 1914, considerable difficulty was still experienced in securing the services of qualified men for the Minor Irrigation staff. The Government after consulting the Board of Revenue and the Chief Engineer, Public Works Department, came to the following decision in September 1917:—

(i) That the Overseer grade should be abolished and that the Minor Irrigation staff should be reorganized so as to consist of Sub-Overseers and Supervisors only.

(ii) That the pay of Sub-Overseers be assimilated to that of Sub-Overseers in the Public Works Department with a minimum of Rs. 30 and a maximum of Rs. 80, but placed on a progressive scale with biennial increments of Rs. 5.

(iii) That the pay of Supervisors be fixed at Rs. 150 and that they should be mainly recruited from the Public Works Department. The budget for 1919-20 shows that there are now—

11 Supervisors on Rs. 150, and

141 Sub-Overseers (15 of them temporary) on a pay of Rs. 30—5—80.

Average, Rs. 54.

169. The Commissioner of Revenue Settlement (the Hon'ble Mr. Buckley) has not made any proposal relating to the pay of Minor Irrigation staff; but he has suggested that special allowances should be attached to unpopular districts where recruitment of Minor Irrigation Sub-Overseers is difficult in comparison with popular districts. The Committee considers such allowances unnecessary if the scale of pay is raised as recommended.

170. The Committee sees no reason why the pay of Minor Irrigation Sub-Overseers or Minor Irrigation Supervisors should be less than that of their fellows in the Public Works Department and would fix their pay at the scales recommended in the case of the Public Works Department, namely, Rs. 50—2—100 for Sub-Overseers and Rs. 150—5—200 for Supervisors.

## CHAPTER XI.

*The conditions under which a temporary addition should be made to salary on account of high prices, the limit of salary to which such addition should be made, the nature and amount of the addition desirable and the method according to which it should be calculated.*

171. The existing rules under which such an addition to salary may be granted are set out in article 72 of the Civil Account Code which is reproduced below :—

## COMPENSATION FOR DEARNESS OF PROVISIONS.

Local Governments and Administrations may, by special orders, grant compensation to the establishments subordinate to them within the following limits :—

(I) (a) When the price of the common staple food-grain of the district is dearer than Re. 1 for twelve seers, but is not dearer than Re. 1 for ten seers, all whole-time servants of Government on civil establishments, whose pay does not exceed Rs. 30 per mensem, may receive an extra allowance at rates not exceeding those prescribed below :—

Pay exceeding Rs. 16 but not exceeding Rs. 30 per mensem	...	Rs. 2
Pay not exceeding Rs. 16 per mensem	...	Rs. 1

When the pay is less than Rs. 5 per mensem, the extra allowance may be increased, at the discretion of the sanctioning authority, so as to bring up the aggregate pay and allowance to an amount not exceeding Rs. 6 per mensem.

(b) When such grain is dearer than Re. 1 for ten seers, the above allowances may be raised to amounts not exceeding Rs. 3 and Rs. 1-8-0 respectively, and the aggregate pay and allowance of servants on less than Rs. 5 per mensem may be brought up to Rs. 6-8-0 per mensem.

*Explanation 1.*—In provinces in which the districts are very large, the taluk or other subdivision may be taken as the area for the application of the test prices.

*Explanation 2.*—Local Governments and Administrations may, at their discretion, take the average of the prices of the principal food-grains instead of the price of the common staple food-grain of the districts as the test.

*Explanation 3.*—The limits 10 and 12 seers per rupee are maxima, and any Local Government or Administration may, at its discretion, withhold compensation until grain is dearer. Similarly, the pay limit of Rs. 30 a month should be regarded as the maximum, Local Governments and Administrations having full power on each occasion of distress prevailing to adopt a lower limit.

*Explanation 4.*—All other forms of remuneration besides pay proper such as acting, charge, local and hill allowances, overtime allowances, fees and pensions are to be taken into account in determining pay for the purpose of these rules.

*Explanation 5.*—The allowance is to be determined with reference to the total emoluments drawn in a month and not with reference to the rate at which pay for the month or for any part of it, is drawn.

(II) The allowance is admissible to men who are officiating or in temporary employment and also to piece-workers in Government Presses, provided that they are drawing rates of salary which have been fixed with reference to normal circumstances, but the allowance is not admissible to men absent on leave or under suspension nor to part-time servants who are only engaged by Government for specific duties which do not prevent their earning money in other ways.

(III) Government servants drawing consolidated rates of pay part of which has been expressly granted for the up-keep of a horse or camel, are eligible for grain compensation if their net pay, excluding the above-mentioned allowance, does not exceed Rs. 30 per mensem. Mounted men who are eligible on their net pay to draw the grain compensation allowance for themselves may also get an extra allowance not exceeding Re. 1 a month at the discretion of the Local Government or Administration, for the extra cost of feeding their horse or camel.

(IV) The orders in each case should be strictly temporary, and unless specially renewed should, in no case, be held to continue in force beyond the end of the financial year in which they were issued.

*Note 1.*—The common staple food of the districts, taluk, or other subdivision means the cheapest grain of any kind commonly used by the people of the tract.

172. An examination of the correspondence in regard to these rules shows that—

(a) the price limits for purposes of determining eligibility to grain compensation allowance have been Re. 1 for 10 seers and Re. 1 for 12 seers since 1876 throughout India ;

(b) a suggestion has been more than once made and negatived to substitute percentage increases over 'normal' rates for the 'fixed price' limits ; and

(c) the temporary character of the allowance has been more than once emphasized and it has been explained that it is meant to meet sudden and temporary increase in the price of food-grains as shown in the following extract of a letter from the Government of India :—

" . . . Compensation for dearness of food should not be given merely because the case falls technically within the limits of article 72 of the Volume I of the Civil Accounts Code ; there must be at the same time such a pressure on the resources of the inferior Government servants that a temporary increase in their pay is urgently required."

173. As a matter of fact, owing to the rise of prices in 1908 and the selection of rice in almost all districts as one of the staple food-grains, grain compensation allowance has been paid continuously almost in all districts from 1908 onwards. In 1913, the matter of raising the pay of clerks and menials was considered by an official informal Committee and they recommended the abolition of grain compensation allowance and the raising of salaries instead. It was clear that the rise in prices had come to stay and that the grain compensation allowance rules meant for a temporary period of high prices, were unsuitable. The Madras Government agreed in this view and reported accordingly to the Government of India. But, at the same time, they pointed out that the grain compensation allowance was meant to meet sudden and temporary increases in the prices of food-grains, such as have been caused in the past by scarcity and famine ; that, notwithstanding the present high level of prices, it was clear that exemption could not be expected from the sudden and temporary rise which would be produced by a failure of the rains over a considerable area ; that the remedy for such a rise must be one that can be applied rapidly ; and that, therefore, it was desirable that Local Governments should still have authority to grant temporary and urgent relief of this character and that, therefore, the rules for grain compensation allowance should be retained subject to a readjustment of the price level at which compensation may be granted.

174. Recently the Government of India have accepted these views ; the new system they contemplate is based on the assumption that the salaries of low paid establishments will ultimately be brought into accord with what is now the normal level of prices and that in each Province the Local Government is the authority which can best determine what, for the future, is to be deemed the normal price. On that assumption the rules suggested are :—

(1) that grain compensation allowance should be allowable to officers on pay not exceeding Rs. 30 per mensem, and

(2) that the maximum allowance should not exceed Rs. 3 per mensem.

The price limits at which the allowance will become payable and the rates at which it should be paid would have to be fixed.

175. After a careful consideration of the various discussions recorded on the subject the Committee is of opinion that provision should continue to be made, as in the existing rules, for the payment of an addition to small salaries on the occasion of sudden and temporary rise in the price of food-grains. It thinks that the 'fixed limit' is the proper method of calculation and that the allowance should be payable at the discretion of the Local Government whenever rice, the most general staple food-grain, sells at two measures or less for the rupee. The Committee assumes that salaries generally will be revised on the basis of its recommendations in this report. This being so, the Committee would fix the amount of the allowance at Rs. 5 per mensem, the equivalent of 10 measures at 2 measures for the rupee and it should be payable equally to all full-time Government servants drawing a salary not exceeding Rs. 60 per mensem. In other respects the Committee considers the present rules sound.

## CHAPTER XII.

*The circumstances which in this Presidency justify special allowances either for special classes of work or for work in special localities and the extent to which the existing allowances can be merged in salaries.*

176. In G.O. No. 884, Financial, dated 28th November 1919, instructions have been issued to the Committee asking them, if they recommend that special conditions of particular localities should be taken into consideration in deciding the question of grant of allowances,

(1) to draw up a list of areas for service in which allowances should be given ;  
 (2) to say whether there are, in their opinion, any reasons why preference should be given to one department over another in the matter of the grant of such allowances ;

(3) to prepare a list of all such allowances now granted ; and

(4) to recommend any modifications they may think necessary in the list having regard—

(a) to the areas to which they propose to confine the allowances ; and

(b) to the officers employed in these areas who are not now in receipt of them.

177. Before proceeding to examine the question of these allowances which are now divided into two classes, viz., (a) duty allowances and (b) local allowances, it may be useful to examine the position prior to 1915, when both these kinds of allowances were called 'local allowances' and no distinction was drawn between them.

A local allowance was formerly defined in the Civil Service Regulations as—

"an allowance, not specially declared to be 'Pay' or 'Salary' given in addition to pay or salary either for duties which do not properly belong to an officer's office, or in consideration of exceptional local circumstances, such as the unhealthiness or expensiveness of the locality or duty, or the specially arduous nature of the work. Subject to the provisions of articles 62 and 267 to 270 (of the Civil Service Regulations) a local allowance is paid in full to the officer actually present on duty, and is not taken into account in calculating leave allowances or pension."

The Secretary of State expressed an opinion in 1914 that such of the allowances as are clearly justified on the ground of heavier duties and greater responsibility should count for leave allowances and pension ; the question was thereupon further examined by the Government of India and it was finally decided in the beginning of 1915 with the approval of the India Office—

(a) That allowances granted in view of increased or arduous work or responsibilities (i.e., remunerative allowances) should count for leave and pension.

(b) That allowances given to meet expensive living or other special circumstances or local considerations which do not affect the character of the officer's work (i.e., compensatory allowances) should not count for leave allowances or pension.

(c) That in cases, where allowances are granted partly for increased work and partly for local considerations such as higher cost of living, the best plan would be to decide whether they are given mainly for the one purpose or the other and to treat them accordingly, as a splitting up of the allowance would add to the complexity of audit.

(d) That deputation allowances should follow the same line of division.

178. Steps were accordingly taken by the Government of Madras to settle whether the old local and deputation allowances should be treated as 'remunerative' or 'compensatory' ; and a list of the allowances classed as 'remunerative' is given in the Madras Supplement to the Civil Service Regulations. The terminology of these allowances subsequently underwent a change : 'remunerative' allowances are now called 'duty' allowances ; and 'compensatory' allowances are called 'local.' The definition of 'local allowance' given in the Civil Service Regulations has also been altered and it is now stated to be merely "an allowance given to an officer, in addition to pay or salary, in consideration of exceptional local circumstances, such as the unhealthiness or expensiveness of the locality or duty."



179. *Preparation of a list of all special and local allowances now granted.*—What is apparently intended is that such a list should be obtained from the Accountant-General, utilized by the Salaries Committee in connexion with its examination of the general question and submitted to the Government. The first and second editions of the old Madras Supplement to the Civil Service Regulations issued by the Accountant-General contained a full list of these allowances. In the third and subsequent editions of the volume, the Accountant-General omitted this list. In April 1915, the Government pointed out the omission to the Accountant-General and expressed the view that a consolidated list of these allowances printed as an appendix in one of the local audit manuals would be a very great convenience. The Accountant-General was requested to print such a list and include it in the Madras Supplement to the Civil Service Regulations. But up to date this has not been done. The list compiled and supplied at the request of the Salaries Committee has been found on examination to contain mistakes and omissions. The Committee has done its best to correct the mistakes and supply the omissions in communication with heads of departments, but it cannot confidently affirm that the list as it now appears in the appendix to this chapter is complete and accurate.

180. *How far can existing allowances be merged in salaries?*—This is the first point to be examined. In an Order dated 2nd December 1919, the Government have remitted for the consideration of the Committee the question of the allowances drawn by Sub-Assistant Surgeons and this subject has been dealt with in paragraphs 133 and 134 above. It seems to the Committee that there are serious practical objections to any scheme that aims at wholly eliminating extra allowances by merging them in uniform rates of pay. Firstly, the treatment, as part of pay, of local allowances which do not count for leave and pension, would to that extent increase the financial liability of Government and it would be an unnecessary addition to the ineffective charges of the State; secondly, in subordinate executive services where the officers are borne on a *district scale*, or a *circle scale comprising a range of districts*, a uniform rate of pay for all men would result in inequality of treatment owing to the different local conditions of districts or groups of them. While it would be obviously undesirable to have different rates of pay for, say, Sub-Inspectors of Police in different districts, a uniform rate of pay with no allowances whatever of any kind would have the disadvantage of offering the same emoluments for service in popular districts like Chingleput, South Arcot, Tanjore, as in the Agency tracts; thirdly, in the cases of services which impose a liability to serve in any part of the Presidency, even if the Government be prepared to face the additional pension charges and introduce a scheme of uniform rate of pay with no allowances, it is doubtful whether in actual practice the heads of departments could enforce on each subordinate his fair measure of service in an unpleasant charge. Thus in the case of Sub-Assistant Surgeons, the Surgeon-General brought to the notice of Government in July 1919 the great difficulty experienced by him in the matter of their transfers; and he stated that, so long as Presidents of District Boards exercise the power of transferring a majority of these men to stations within the district and the Surgeon-General's powers are restricted to transferring such men from district to district only, he could not be held responsible for transfers within the Presidency as a whole. A scrutiny made by him of the places where the Sub-Assistant Surgeons had served in the past further showed that many of them had managed to evade their term of service in bad localities. Similarly in the Public Works Department, the Chief Engineer posts Upper Subordinates to circles only; and the power of transferring them within the circle to definite stations rests with the Superintending Engineer. Any increase of centralization would, the Committee considers, be inexpedient.

The Committee therefore on the whole considers that it is sound policy to compensate subordinate officials for marked differences in work or for living in special and expensive localities by a system of local allowances.

181. The Committee has scrutinized the list of existing duty and local allowances granted in the various departments and will state its conclusions as briefly as practicable.

*Duty allowances.*—When the distinction between 'duty' and 'local' allowances was first laid down by the Government of India, they observed that "in order to obviate the administrative difficulties which the introduction of this innovation may cause, we deem it advisable to cause it to be clearly indicated that the

selection of an officer to a post which carried a local allowance will be subject to the conditions that his appointment thereto is a matter of pure selection, and that, if for reasons of administrative expediency it is subsequently decided to remove him from such a post, or not to send him back there on return from leave, he has no ground of appeal so long as his grade or class pay is not affected." Though financially it makes no difference, whether a duty allowance is merged into pay or is treated as an allowance distinct from salary, yet for administrative purposes, it appears to the Committee that it will sometimes be convenient to keep duty allowances distinct so as to give the appointing authority a free hand in choosing the best men from time to time for the work. On the other hand, there are cases, where it is thought, the duty allowances now given can be merged in pay permanently or temporarily according to the character of the allowances without causing any great administrative difficulty. The cases in the following list appear to the Committee to fall into the latter category :—

Appointments in respect of which amalgamation of pay and allowance can be effected.	Reference to number of item in annexure.
(i) <i>Revenue department</i> .—Temporary Special Revenue staffs for revision of adangals, localization and demarcation of mamul wet areas.	Items 1, 2, 3, 4 and 11 of statement.
(ii) <i>Police department</i> .—Manager in the office of the Finger Print Bureau.	Item 82 <i>ibid</i> .
(iii) <i>Educational department</i> .—Drawing masters and Drill instructors, in Government College, Mangalore, Teachers' College at Saidapet, Training schools in Tinnevely, Dindigul, etc.	Items 112, 113 and 115 <i>ibid</i> .
(iv) Clerk of the Law College, Madras ... ..	Item 118 <i>ibid</i> .
(v) Senior clerks in the eleven offices of Assistant Inspectors of Schools.	Item 119 <i>ibid</i> .
(vi) <i>Jail</i> .—Compounders in jails ... ..	Item 128 <i>ibid</i> .
(vii) <i>Medical department</i> .—Charge allowance of Rs. 10 drawn by all Sub-Assistant Surgeons holding sanctioned posts.	Item 131 <i>ibid</i> .
(viii) Attender in Medical College in charge of animal museum.	Item 147 <i>ibid</i> .
(ix) Clerk and peon in the King Institute, Guindy, who attend to maintenance and distribution of anti-rinderpest serum.	Item 149 <i>ibid</i> .
(x) Lady Apothecaries in Government headquarter hospitals.	Item 168 <i>ibid</i> .

The above list is put forward as illustrative only not as exhaustive. The Committee would suggest that heads of departments should be instructed to propose the amalgamation of duty allowances with pay wherever this course will not entail the disadvantages mentioned in paragraph 180 *supra*. The Committee further recommends that, having regard to the improved scales of pay it has in many cases suggested, the duty allowances drawn by the subordinates who will be benefited should be reviewed very carefully by the heads of their departments and those allowances withdrawn that cannot be justified by a real increase of work.

182. There are certain general 'duty' allowances that call for special notice :—

(a) *Shorthand allowance*.—The Committee has already recommended in Chapter V above that the existing practice in some offices of remunerating members of the clerical establishment by allowances for occasional shorthand work should continue. It is observed that such shorthand allowances are treated in some offices as *remunerative* or *duty* allowance—items 8, 42 (b), 64 (b) and (c), 65, 68, 75, 117 (b), 171, 172, 173 and 199—while in some other offices the Accountant-General has not included them in this category and he apparently treats them as local allowances—vide items 53, 66 and 67. It seems to the Committee that the allowances should be reckoned as duty allowances in all cases.

(b) *Confidential allowance*.—This is an allowance given to typists who copy confidential papers.

The Committee has recommended that typewriting should in future form part of the ordinary qualification of a clerk and that every clerk, or as many of the junior clerks in an office as the head of the office may think necessary, should be required to learn typewriting as a condition of his retention in public service. The Committee considers that Confidential allowances should be abolished.

(c) *Teaching allowances.*—Such allowances are given in professional departments except the Public Works Department, viz., Forest (item 42 (a) in statement), Medical (items 130, 141, 142 and 143 in statement), Agriculture (items 174 and 176 in statement), Veterinary (item 184 \* in statement). The Committee sees no reason why any additional allowance should be given to a subordinate who is deputed to teach instead of being employed on executive work. But an allowance might be admissible if a subordinate was required to teach in addition to doing his executive work. The amount should of course vary according to the circumstances of the case.

183. *Local allowances.*—The terms of reference contained in G.O. No. 884, Financial, dated 28th November 1919, suggest some such plan as the following in the matter of the grant of local allowances :—

(i) That local allowances should be given in future for service in certain areas to be fixed—clause (1) of the order.

(ii) That, when these areas have been definitely defined with reference to cost of living therein, or unhealthiness or other special considerations, local allowances should be 'confined' to subordinates serving in those areas—clause 4 (a) of the order.

(iii) That when areas have been declared to be eligible for local allowances all subordinates therein should draw the allowances on a uniform or standardized scale, excepting officials of some departments who may be deemed to be disqualified for them or qualified to draw them on a better or worse scale—vide clause 4 (b) and clause (2) of the order.

With regard to the first and second points the Committee observes that there are a good number of so-called 'local' allowances at present given, which have no reference to any purely local circumstance, such as cost of living or unhealthiness of a particular locality. The local allowance of Rs. 10 drawn by Land Records Revenue Inspectors of all taluks throughout the Presidency (item 12 in statement) is of this kind; as a matter of fact it is a duty allowance; other local allowances of this nature are mentioned below.

With regard to the third point, the Committee observes that the existing scales of local allowances do not follow any principle of uniformity. There are cases of localities recognized by Government as unhealthy or expensive, where some departments have been entirely excluded from the benefits of a local allowance; and sometimes, particular appointments in the same office or department which have been excluded from the concession while others have got it. The following are examples :—

(a) *Agency Tracts.*—These areas have always been recognized to be specially expensive; when in 1912 and 1913 a general scale of local allowances was proposed and sanctioned for subordinates in these localities not in receipt of local allowances, the shroffs in the Deputy Tahsildar's offices, Balliguda, Ramagiri and Udayagiri, were excluded by the Collector of the district from the proposed concession; in his opinion the transactions of the sub-treasuries in question were very light and the pay (Rs. 15) already sanctioned for them was quite sufficient without any local allowance in addition. This view prevailed. Another instance of this kind is the case of elementary school teachers in the three Agencies of Ganjam, Vizagapatam and Gōdāvari for whom neither the Government Agents nor the Director of Public Instruction considered the concession of local allowance necessary, when it was granted to other educational subordinates in these tracts, the reason being that these elementary school teachers were men of the locality who required no special addition to their pay.

(b) *The Nilgiris.*—This district has been recognized always to present special conditions which justified grant of local allowances generally to subordinates serving therein. Subordinates of the Cinchona department, whether in the plantations or in offices, are not, however, in receipt of local allowances, as it has been held that

\* This item is treated as a local allowance.

the pay has been fixed so as to compensate for the cost of living on the hills. Similarly in the office of the Inspector-General of Prisons four of the senior clerks long a long time did not get any local allowances, while all others were in receipt of an allowance of Rs. 10, it having been held that the pay of the former included the extra cost of residing on the hills; but recently in connexion with a proposal made by Major Cameron for a general revision of salaries with reference to the rise in prices, Government has granted an increase to the senior men in the shape of a local allowance.

(c) *Madras City*.—The initial pay of Rs. 35 to clerks and Rs. 15 for menials in Madras recently recommended by the Salaries Committee and adopted by Government takes into account the extra cost of residence in the Madras City. In the case of the subordinate executive staffs there are some who get Presidency allowances when posted to Madras, e.g., Upper Subordinates of the Public Works Department—local allowances of Rs. 15 to Rs. 30 (item 200 in statement); Sub-Assistant Surgeons Rs. 10 (item 166 in statement)—both Upper Subordinates of Public Works Department and Sub-Assistant Surgeons are borne on a Presidency cadre. For others, e.g., the City Police staff, the pay has been fixed so as to take into account the extra cost of residence in the Presidency town. Sub-Inspectors of Madras City get a pay of Rs. 75, 100 and 125 as against Rs. 50, 60, 70, 80 and 100 given in the muffasal; Inspectors of Police similarly get Rs. 200, 250 and 300 in Madras as against Rs. 150, 175, 200 and 250 drawn by a muffasal Inspector. While therefore local allowances seem to be rightly given in Madras in some few cases, there is no need to extend the concession to others whose pay may have been fixed with special reference to cost of living there.

(d) *Neapatam, Tuticorin and Madura towns* are three places where a local allowance of Re. 1 each was sanctioned to constables in connexion with the revision of pay of constabulary in 1916, owing to the high cost of living there. The concession has not been extended to head constables or other subordinates of the police or any other department generally.

184. Other similar instances and cases where the extra cost of living in a special locality has been taken partially or wholly into account in fixing the existing rates of salaries could be cited; the scheme of revision of salaries now proposed to be undertaken with reference to present high prices contemplates a readjustment of existing scales of pay; the adoption of a principle of uniformity in the matter of grant of local allowances could therefore result in inequality. This aspect of the question is strongly brought out in the following remarks made by an eminent official in connexion with a Secretariat proposal to standardize local allowances on the Nilgiris. He said:

It is admitted that the proposal will affect adversely the Forest, Police and Sub-Court establishments and the result of any change therefore will be to stir up a hornet's nest of objections and the only benefit we are promised is a uniform scale of allowances. The principle on which these allowances should be given is that the pay of the corresponding appointment in the plains should be taken and an allowance added for dearness and cost of living, etc. In the cases of some of the hill offices in fixing the pay of the appointment account has already been taken in part or whole of the latter factor. A fixed and uniform scale of allowances, therefore, by itself instead of producing equality will but emphasize inequality. Further the argument for a uniform scale of allowances predicates that a man in the same pay in different departments is called on to do the same work. This, whether it ought to be true or not, is certainly not the fact and the difference between a lightly worked appointment and a heavily worked one will again be only enhanced by a uniform scale of allowances. No doubt the work of the appointment influenced the recommendation of the officer who originally proposed the pay of the appointment.

For a fancied advantage, therefore, we are asked to pull down the structure of allowances in all departments, which has been built up with much labour and undoubtedly with much fairness in the past and with which every one is satisfied, for this proposal emanates from the Secretariat. The proposal will introduce change and unsettlement in individual cases with admittedly undesirable results financially, for it implies a considerably increased cost. The existing scales and orders are known and understood and a uniform scale will not help any one, even the Financial Department.

The proposed general standardization was accordingly abandoned by the Government in 1907 it being held that "attempts at uniformity are generally a mistake and lead to endless discussions and discontents."

185. At the same time the Committee considers that there is some advantage in securing some correlation between the scales of local allowances granted to various departments in an admittedly expensive or unhealthy locality. Such a rule would obviate patent inequalities in the rates of compensation allowed to men on similar salaries in different departments and check any tendency of these allowances to grow in a haphazard way. The Committee observes that the local allowances of Revenue subordinates of the Vizagapatam Agency were fixed by Government in August 1917 on this principle by assimilating the scale of their local allowances to those granted in Public Works Department, viz., 30 per cent for men on salaries of Rs. 30 and above and 50 per cent for lower salaries. In February 1919 this rate was further extended to all medical subordinates serving in the three Agencies of Ganjām, Vizagapatam and Gōdāvāri. At present a scheme for placing on a uniform basis the scales of local allowances of all officers in the Agency Tracts is under the consideration of Government and a report submitted by the conference of the three Government Agents of Ganjām, Vizagapatam and Gōdāvāri has been referred for the consideration of the Committee. One of the findings of this conference is that it is not either possible or desirable to prescribe a fixed percentage allowance for officers of all departments serving in various parts of the Agency. •

186. A consideration of all the reasons for and against a scheme of general standardization, has led the Committee to the following conclusions:—

(i) That area or locality should not be the sole deciding factor in the matter of grant of local allowances; and that the nature of the duty performed, irrespective of the place where an officer serves, is a circumstance which may justify the concession, as recognized by article 32, Civil Service Regulations. The localities, or the duties for which local allowances will have to be given are for decision in each case, as it arises; and it is impossible to decide in advance in what new localities or for what new duties it will be found necessary to grant the concession in future.

(ii) As regards the question whether preference should be given to one department over another in the matter of the grant of the concession, the question hardly seems to arise, as it is noted that, in the past, in the same department and sometimes in the same office such differences have been made and do exist.

(iii) That, in localities like the Agency tracts, etc., which are manifestly expensive or unhealthy, there is no necessity to lay down a uniform standardized scale of local allowances that would be applicable to all officers and to all departments, owing to the varying conditions under which recruitment is made to the different kinds of appointments and the fact that in respect of some appointments, the pay fixed may take into account wholly or in part the extra cost of living in the special tracts.

(iv) While it may perhaps be desirable to lay down a general scale for any particular locality, as a maximum which should not in any case be exceeded in order to obviate inequality that may otherwise arise in the compensation paid to men of similar standing in different departments, the actual amounts of local allowances to be paid to each department, or in some cases to particular office-holders in the same department, are matters to be decided on the merits of each case on the recommendations of the heads of departments concerned, with reference to the actual conditions of recruitment to those posts, and the circumstances under which the pay of such posts may have been fixed in the past.

187. *Local allowances granted in consideration of circumstances other than those of locality.*—There are several items in the annexed statement falling in this category. Some of them represent—

(i) Allowances paid for heavy out-door work or for a large amount of touring whether near or at distance from headquarters—items 12, 21, 23, 37, 157 (b).

(ii) Some are allowances for work done for foreign employers and paid for by them which the Government of India's orders prevent being treated as duty allowance—item 17 (a).

(iii) Some local allowances are apparently expedients adopted to avoid unnecessary references to higher authority—items 22, 29, 40 (a).

(iv) Some represent an inducement to facilitate recruitment for unpleasant work or service in an unpopular district or locality—items 33, 40 (b), 41, 97, 125, 127.

(v) Some are typewriting allowances paid to clerks who provided their own typewriting machines and kept themselves efficient thereby—item 63.

(vi) Some are water allowances of Re. 1 paid to menials in Cochin to enable them to defray the cost of procuring drinking water—items 17 (b), 35 (a), 58 (b) and 213 (last entry).

(vii) Some are signalling batta given to police staff in Lamp and Flag signalling parties established throughout the Presidency, as an inducement to them to keep themselves efficient—item 111.

(viii) Some are really grants-in-aid to school teachers obscured by the appellation of local allowance—item 124.

(ix) Some local allowances are washing charges which might perhaps be treated as contingent expenditure—item 152.

(x) Some local allowances are granted for loss of private practice suffered by medical men—items 157 (c) and 167.

One of the foregoing items calls for remarks, viz., item 29. If the concession of ordinary travelling allowance for journeys within jurisdiction be extended to salt officials—this will be the effect of the Salaries Committee's recommendations under the Travelling Allowance Chapter—there will be no need to grant to these subordinates local allowances also in addition; items 30 and 40 (a) in the annexed statement are other items of the same kind.

In the other cases the Committee sees, on general grounds, no objection to the continuance of the allowances.

188. *Forest department executive officials.*—At a conference of the Chief Conservator of Forests with the other Conservators of the Presidency held at Coimbatore in June 1919 they discussed the question of the local allowances, and with a view to remove the numerous anomalies and inconsistencies which, they thought, the existing rules presented, they came to the following conclusions:—

(i) That special forest tracts should be divided into three categories:

(a) areas exceptionally remote, exceptionally unhealthy and exceptionally expensive where the local allowance would be 50 per cent of the pay subject to a maximum of Rs. 150;

(b) areas either exceptionally remote, or exceptionally unhealthy or exceptionally expensive where the local allowance would be 33 per cent of pay subject to a maximum of Rs. 100;

(c) areas which though not exceptional in any of the above respects are such that the conditions of forest life are difficult and unattractive—local allowance here to be 25 per cent of pay subject to a maximum of Rs. 50.

(ii) That the above allowances are not permissible to those living outside the areas nor to such indigenous classes as the Khonds, the Koyas, the Chenchus, the Sholagas, the Kurumbas, etc.

(iii) That each Conservator of Forests should prepare a statement exhibiting the areas of each of the above-named three categories within his Circle.

It is understood that the list referred to is still under preparation. It will be useful meanwhile to refer to the past history of local allowances in the Forest Department. In August 1910, the Government acting on the view that Forest subordinates were paid to serve in unhealthy tracts and that they were not therefore generally entitled to local allowances, issued orders saying that special allowances should not be granted in the case of subordinate officers of the Forest Department on account of the unhealthiness or inaccessibility of the localities in which they are serving except for very strong reasons; and they accordingly cancelled a local allowance which had been sanctioned for the Range officer, Tandigudi (Madura district), in 1908. The Board of Revenue asked for a reconsideration of this decision in 1913; they pointed out that the pay in other departments was as good as in the Forest Department while the work done in other departments was generally more congenial; that the Forest Department could therefore recruit only those men who were not good enough for other departments and that consequently there was constant difficulty in recruiting men whether locally or from outside to serve in unhealthy forest tracts. The Board of Revenue strongly pressed on the Government the need for granting local allowances not only in the Tandigudi range of the Madura district, but in several other places, viz., North Coimbatore division, Kollegal Forest

division, South Salem and South Vellore divisions. The Government cancelled their orders of 1910 and sanctioned local allowances in these localities in August 1913—items 48 (d), 49, and 50 (c) in Annexure. Since that time a more or less liberal policy has been pursued, and the concession of local allowance was extended to some forest tracts in Ganjām, in the Upper Gōdāvāri and Sriharikota range in the Nellore district—items 44 (d), 45 and 52 in Annexure.

The Committee considers this policy correct and expedient and advocates a revision of local allowances in the Forest Department on the lines recommended by the Conservators.

189. *Conference of the Agents to the Governor in Ganjām and Vizagapatam and Government Agent, Gōdāvāri.*—The relevant part of this report is printed as Appendix to this chapter. It will be seen that the conference lay down as a basis that it is not 'either possible or desirable to prescribe a fixed percentage allowances for officers of all departments serving in various parts of the Agency.' The Committee agrees. The proposals of the conference do not involve any change in respect of the executive officials of the Salt, Forest, Education and Veterinary Departments and call for no remarks in this respect.

*Revenue Department executive officials and Revenue Department clerical staff—Paragraphs 3 (ii) and 4 of the report.*—The Committee advocates acceptance of these proposals, which represent the views of competent officers of local experience.

*Public Works Department officials—Paragraph 3 (ix) of report.*—The Chief Engineer, Public Works Department, has separately brought to the notice of the Committee the inadequacy of local allowances of Public Works Department officials in the Gōdāvāri. He remarks: "The local allowances for Dumagudiem and Venkatapuram in the Upper Gōdāvāri are in my opinion quite inadequate owing to the unhealthiness of the locality and the extreme difficulty of access during the greater part of the year. For persons whose salaries does not exceed Rs. 100 per mensem, the allowance might be 75 per cent of salary or 25 per cent more than the maximum allowed elsewhere whichever is greater". The recommendation made by the conference seems to the Committee to be reasonable.

*Police Department—Paragraph 3 (viii) of report.*—There seems to be a misapprehension under this head. Inspectors of Police in Vizagapatam Agency alone get Rs. 30; in Ganjām and Gōdāvāri, according to the Accountant-General's statement, the local allowance is Rs. 15 only. The Committee however agrees in the recommendation of the conference report.

(i) *Clerical, menial, etc., staff of departments other than Revenue and Deputy Inspectors of Vaccination—Paragraphs 3 (vi) and 4 of report.*—Here also the Committee sees nothing to object to.

190. The subject of local allowances in exceptional localities like the Agency tracts and other hill regions such as the Wynad, Nilgiris, Palnis, etc., is essentially one for examination by persons of local experience. The Committee would advise that the plan adopted for the Agency tracts be followed regarding the other hill regions of the Presidency for it appears to it that, with the progress of communications, it is probable that conditions in the Wynad do not now justify local allowances of so much as 50 per cent.

**APPENDIX A.**  
**STATEMENT OF DUTY AND LOCAL ALLOWANCES DRAWN BY NON-**  
**GAZETTED OFFICERS OF GOVERNMENT.**  
**REVENUE DEPARTMENT.**

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances.</i>				
1. South Arcot, Tanjore, Trichinopoly, Madura and Ramnad.	Temporary establishments employed for revision of adangal accounts— Four Tahsildars Over 50 Revenue Inspectors—items 1 to 6 on page 331 of Madras Supplement to Civil Service Regulations.	Rs. 50 10	These allowances are granted for the arduous and responsible nature of the work and were in 1916 directed to be treated as remunerative (G.O. No. 255, Financial, dated 8th May 1916). It may be stated that prior to 1910 these revenue inspectors were getting pay of Rs. 45 and Rs. 50 without any allowance; in that year it was	These are temporary posts; and the salary might be fixed at a consolidated sum.
2. Guntur	decided to split the amounts into ordinary grade pay plus allowance (G.O. No. 2990, Revenue, dated 10th September 1910). Temporary staff of 31 Special Inspectors for adangal work.	10	As the allowances are <i>duty</i> allowances they have been transferred to this category (G.Os. No. 707, Revenue, dated 24th March 1919, and No. 2293, Revenue, dated 7th October 1919).	Do.
3. Trichinopoly	Temporary staff of twelve Revenue Inspectors sanctioned till 31st March 1920 for revision of adangals in Lalgudi taluk.	10	From the Government Orders quoted it appears that the allowances are <i>duty</i> allowances and so the item has been removed to this category (G.Os. No. 3522, Revenue, dated 25th October 1918, and No. 904, Revenue, dated 25th April 1919).	Do.
4. Trichinopoly	Temporary establishment employed on the localization and demarcation of wet areas in whole inam villages— Four Revenue Inspectors—item 28, Appendix C to Madras Supplement to Civil Service Regulations.	10	This allowance, which is granted in view of the responsible nature of the work, was in 1916 directed to be treated as remunerative (G.Os. No. 255, Financial, dated 8th May 1916, and No. 582, Revenue, dated 26th February 1915).	Do.
5. Chingleput, North Arcot, Chittoor and Ramnad.	Seven clerks of union pan-chayats at seven different stations in these districts who attend to clerical work of Bench Magistrates' Courts—items 7 to 13 on page 331 of Madras Supplement to Civil Service Regulations.	3	These allowances were in 1916 directed to be treated as remunerative (G.O. No. 255, Financial, dated 8th May 1916).	
Ramnad	Copyist, Sub-Magistrate's Court, Aruppukottai.	3	This is a <i>duty</i> allowance granted for attending to clerical work, Bench Court, Aruppukottai [G.O. No. 758, Home (Judicial), dated 3rd April 1919].	
6. Madura	Municipal maistri	3	This is a <i>duty</i> allowance granted for attending to clerical work, Bench Court, Periyakulam [G.O. No. 1156, Home (Judicial), dated 22nd May 1919].	
7. All districts	Land Records Tahsildars	25	This allowance was originally Rs. 10-10-50 and it was fixed at Rs. 25 in 1919. This allowance was first directed by the Government to be treated as <i>compensatory</i> or local; the Board of Revenue represented in October 1916 that the post required <i>special</i> knowledge and in view of the great responsibility devolving on this officer for the efficient working of the whole land records maintenance in the district it recommended that the allowance be treated as <i>remunerative</i> or <i>duty</i> allowance. This was approved by Government (G.Os. No. 729, Financial, dated 12th December 1916, and No. 292, Revenue, dated 7th February 1919).	
8. Nineteen districts.	One clerk or typist employed in each of the Collectors' offices of the districts specified below :— Ganjam, Godavari, Kistna, Kurnool, Madras, Chingleput, Chittoor, Cuddapah, South Arcot, Tinnevely, Madura, Malabar, North Arcot, Visagapatam, Nellore, Anantapur, The Nilgiris, Bellary and Coimbatore.	10	<i>Short-hand allowances.</i> —The Madras Supplement to the Civil Service Regulations omits the last three districts, viz., the Nilgiris, Bellary and Coimbatore. It appears from the Board's budget for 1920-21 that there are shorthand allowances in these districts also.	
9. Madras	Income-tax Manager, Board of Revenue (Separate Revenue), sanctioned temporarily for six months from September 1919.	One-fifth of salary.	This is a deputation ( <i>duty</i> ) allowance sanctioned for increased work and responsibility to a Tahsildar who was deputed to this work (G.O. No. 2049, Revenue, dated 2nd September 1919).	



## REVENUE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances—cont.</i>				
10. Madras ..	Land Records Tahsildar working under the officer in charge of Special Survey and Land Records operations. (Sanctioned till 31st March 1920.)	Rs. 50	This is treated as a <i>duty allowance</i> , as it is given for increased work and responsibility (G.Os. No. 709, Revenue, dated 6th March 1914, and No. 51, Revenue, dated 4th January 1918).	
11. Godavari ..	Special establishment for the extension of village-sites— One Tahsildar .. .. . Three Revenue Inspectors (sanctioned temporarily for six months in May 1919).	25 10 each.	Duty allowances sanctioned, as the appointment entailed hard touring and work under difficult conditions (G.O. No. 1286, Revenue, dated 27th May 1919).	These are temporary posts; and the salary might be fixed at a consolidated sum.
<i>Local allowances.</i>				
12. All districts ..	Land Records Inspectors .. ..	10	Paragraphs 7 and 15 of the report of Mr. R. C. C. Carr regarding the constitution of the Land Records Department show that this allowance represents partly compensation for travelling, sanctioned in times when no kind of travelling allowance was admissible to Revenue Inspectors (G.O. No. 1212, Revenue, dated 30th November 1903). Land Records Revenue Inspectors' posts are now interchangeable with other Revenue Inspectors' posts. In 1916 it was held that this allowance is not a remunerative or duty allowance (G.O. No. 255, Financial, dated 8th May 1916).	Please see paragraph 94 of report.
13. Ganjam Agency.	One Revenue Inspector .. .. .  Peon, Udayagiri Deputy Tahsildar's office, for the above Revenue Inspector.  One dufferband and one peon .. ..  Deputy Tahsildar and Sub-Magistrate, Balliguda. Deputy Tahsildar and Sub-Magistrate, Udayagiri and Ramagiri. <i>Clerical establishment.</i> Balliguda— Three clerks, 1 (26) and 2 (30) .. One shroff (15) .. .. . Five peons, 1 (8) and 4 (7) .. .. Ramagiri— Three clerks, 1 (25) and 2 (20) .. One shroff (15) .. .. . Four peons, 1 (6) and 3 (7) .. .. Udayagiri— Three clerks, 1 (25) and 2 (30) .. One shroff (15) .. .. . Five peons, (8) .. .. . Deputy Tahsildar and Sub-Magistrate at— Gunupur ..   Jeypore .. Rayagada ..   Koraput .. Malkanagiri..   Nowrangpur. Pottangi ..   Bissamkattak. Padwa ..   Golgonda ..	16  1  1 each.  100 50 each.  10 Nil. 1 each  10 each Nil. 1 each  10 each Nil. 1 each  30 per cent of pay.	The Chokkapad Khandam, Goomsoor-Udayagiri, where this man is employed was reported by the Board to be very unhealthy (G.O. No. 582, Revenue, dated 4th March 1915). This is the usual local allowance drawn by all peons in Ganjam Agency Deputy Tahsildars' offices—G.O. No. 2874, Revenue, dated 27th October 1915. This is the usual local allowance drawn by all peons in Ganjam Agency Deputy Tahsildars' offices—G.O. No. 3707, Revenue, dated 17th December 1913. Agency local allowance (G.O. No. 1121, Revenue, dated 17th April 1912).  Page 93 of G.Os. No. 2079, Revenue, dated 11th July 1912, and No. 3707, Revenue, dated 17th December 1913.  Ibid.  Ibid.  G.O. No. 2688, Revenue, dated 31st August 1917.	
14. Visagapatam Agency.				
<i>Clerical and menial establishments in above-mentioned offices and in the office of the Special Assistant Agent, Koraput.</i>				
	(a) Peons in all these offices, pay Rs. 9. Duffadar and muchhi of Special Assistant Agent's office, pay Rs. 12 and 10.	1 each. 2 each.	....	
	(b) Other subordinates on pay of Rs. 30 and above including the Income-tax clerk of the Divisional office, Koraput.	30 per cent of pay.	....	
	(c) Subordinates on pay of less than Rs. 30.	50 per cent of pay subject to a maximum of Rs. 8.	....	

\* No allowances are given to the three shroffs as the transactions of the sub-treasuries are very light and the present pay was considered quite sufficient in 1912.

## REVENUE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
15. Godavari Agency.	Two Tahsildars (Bhadrachalam and Nngur).	25 each.	Agency local allowances (G.O. No. 1481, Revenue, dated 19th May 1913).	
	Three Deputy Tahsildars (Polavaram, Yellavaram and Chodavaram).	25 each.		
	Ten Revenue Inspectors .. ..	15 each.		
	One Land Records Inspector ..	15		
	Sub-Collector's office, Bhadrachalam—			
	One clerk (70) .. .. .	20		
	One „ (40) .. .. .	15		
	One „ (30) .. .. .	10		
	One „ (20) .. .. .	5		
	Two peons (10) and (9) ..	2		
		each.		
	Five peons (7) .. .. .	1		
		each.		
	Divisional office, Polavaram—			
	One head clerk (70) .. .. .	20		
	One clerk (40) .. .. .	15		
	Two clerks (30) and (20) ..	10 and 5		
	Two menials (9) and (10) ..	2		
		each.		
	Five menials (7) .. .. .	1		
		each.		
	Tahsildar's office, Bhadrachalam—			
	One clerk (80) .. .. .	20		
	Six clerks, 1 (35), 2 (30) and 3 (25).	10 each.		
	One clerk (20) .. .. .	5		
	One shroff (18) .. .. .	5		
	One peon (9) .. .. .	2		
	Eleven menials (8), (7)	1		
		each.		
	Nugur Taluk office—			
	Five clerks, 1 (35), 2 (30) and 2 (25).	10 each.		
	Two clerks (20) .. .. .	5		
		each.		
	One shroff (18) .. .. .	3		
	One peon (9) .. .. .	2		
Eleven peons (8) .. .. .	1			
	each.			
Deputy Tahsildar's office, Chodavaram—				
One clerk (25) .. .. .	10			
One clerk (20) .. .. .	5			
Four peons (8) .. .. .	2			
	each.			
One peon (8) .. .. .	1			
Deputy Tahsildar's office, Polavaram—				
One clerk (35) .. .. .	10			
Six clerks (20) .. .. .	5			
	each.			
One shroff (15) .. .. .	5			
Nine peons .. .. .	1			
	each.			
Deputy Tahsildar's office, Yellavaram—				
One clerk (25) .. .. .	10			
One clerk (20) .. .. .	5			
Four peons (8) .. .. .	2			
	each.			
One peon (8) .. .. .	1			
Land Records office, Polavaram—				
One Land Records peon, Polavaram.	1			
One Settlement officer ..	5			
One peon .. .. .	1			
16. The Nilgiris ..	The Accountant-General says	..		
	“Local allowances have been sanctioned to all the establishments at a rate not exceeding 50 per cent of their pay. This maximum rate is paid to all establishments at Gudalur. The minimum paid in certain parts is 25 per cent”. The following statement which has been prepared from the Board's budget for 1920-21 shows the scale of these allowances.			

## REVENUE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
16. The Nilgiris— <i>cont.</i>	Collector's office—	Rs.		
	One Sarishtadar (175) .. ..	25	....	
	Two clerks (100) .. ..	25 each.	....	
	Seven clerks (70), (60), (50) ..	15 "	....	
	Eleven clerks (40), (30), (20-35).	10 "	....	
	Seven clerks (20) .. ..	5 "	....	
	One shroff (20) .. ..	5 "	....	
	Nineteen inferior servants (7-14).	3 each.	....	
	Coonoor Sub-Collector's office—			
	One clerk (70) .. ..	15	....	
	Two clerks (40), (30) .. ..	10 each.	....	
	Two income-tax accountants (40-60) and (25).	10 "	....	
	One clerk (20) .. ..	5	....	
	Five menials (10 to 7) .. ..	3 each.	....	
	Deputy surveyor and draughtsman of the Land Revenue Staff, Nilgiris.	10 "	....	
	Coonoor Taluk office—			
	One Tahsildar (150) .. ..	25	....	
	One head accountant (70) .. ..	15	....	
	Two revenue inspectors (35), (40).	15 each.	....	
	Seven clerks (35), (30), (25) ..	10 each.	....	
	One clerk (20) .. ..	5	....	
	Two shroffs (20), (15) .. ..	5 each.	....	
	One dufferband (8) .. ..	3	....	
	One muchi (7) .. ..	3	....	
	Six peons (8) .. ..	2 each.	....	
	One golla (10) .. ..	3	....	
	Deputy Tahsildar and Sub-Magistrate, Coonoor—	25	....	
	One clerk (25) .. ..	10	} G.O. No. 1121, Revenue, dated 17th April 1912, and page 115 of G.O. No. 2079, Revenue, dated 11th July 1912.	
	One clerk (20) .. ..	5		
	Two peons (8) .. ..	2 each.		
	Deputy Tahsildar's office, Ootacamund—			
	One Deputy Tahsildar (150) ..	25	....	
	Two revenue inspectors (40), (35).	15 each.	....	
Two clerks (30), (25) .. ..	10 each.	....		
One clerk (25) .. ..	10	....		
Three clerks (20) .. ..	5 each.	....		
One dufferband (8) .. ..	3	....		
Five peons (8) .. ..	2 each.	....		
Deputy Tahsildar's office, Gudalur—				
Deputy Tahsildar (125) .. ..	} 50 per cent of pay.	....		
One Sarishtadar (70) .. ..		....		
Two revenue inspectors (40).		....		
One clerk (30) .. ..		....		
Two clerks (35) .. ..		....		
Two clerks (20) .. ..		....		
One shroff (15) .. ..		....		
One dufferband (8) .. ..		....		
Four peons (8) .. ..	15			
Two probationary revenue inspectors (40).	15 each.			
17. Malabar ..	(a) Accountant, Collector's office.	10		
	(b) Peons, Deputy Collector's office, Cochin.	1		The allowance is granted for work relating to the Zamorin's estate to be done in the Collector's office and the cost is recovered from the estate. There was not sufficient work for a whole-time clerk and so an allowance was given; as the Accountant-General held that this could not under the Government of India's orders be treated as a duty allowance, it has been treated as a <i>local</i> allowance (G.O. No. 1526, Revenue dated 23rd April 1918). Allowance is sanctioned to enable the menials to meet the extra cost of procuring drinkable water (G.Os. No. 2869, Revenue, dated 1st December 1903, and No. 2425, Revenue, dated 13th August 1913).

## REVENUE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
17. Malabar—cont.	(c) Tahsildar, Wynad .. .. .	Rs. 50	The allowances are given in consideration of the hardships of the Wynad climate (G.Os. No. 871, Revenue, dated 27th July 1885, No. 3549, Revenue, dated 26th November 1912 and No. 1121, Revenue, dated 17th April 1912).	
	Deputy Tahsildar, Vayittri .. Members of the Deputy Collector's office and of the Taluk office, Wynad and Vayittri Revenue Inspectors.	50 50 per cent of pay.		
	(d) Staff employed in the resettlement of the Nilgiris and Malabar-Wynad sanctioned up to 31st March 1920.	Do.	The allowances are granted on account of the unhealthiness of the locality. The ten special revenue inspectors borne on this staff get in addition a duty allowance of Rs. 10 each (Memorandum, dated 16th May 1918, in G.O. No. 4030, Revenue, dated 19th December 1918, and G.O. No. 211, Revenue, dated 29th January 1919).	
18. Coimbatore (Kollegal).	One Tahsildar of Kollegal ..	50	This is mentioned in the Board's budget.	
	Three revenue inspectors ..	10 each	These revenue inspectors have to travel in malarious tracts of Kollegal which, it was represented in 1891, were as unhealthy as the Wynad (G.O. No. 286, Revenue, dated 10th April 1891).	
19. Salem (Yercaud).	Deputy Tahsildar, Yercaud (150) ..	25	Local allowance granted in consideration of the additional expense of living at this hill station (G.Os. No. 1121, Revenue, dated 17th April 1912, No. 2079, Revenue, dated 11th July 1912, and No. 161, Revenue, dated 16th January 1915).	
	One revenue inspector ..	15		
	Three clerks, 1 (25), 2 (20) ..	5 each		
	One shroff (15) .. .. .	5		
	One dufferband (8) .. .. .	3		
	Three peons (7) .. .. .	2 each		
20. Madura (Kodakanal).	One Deputy Tahsildar .. .. .	25	Local allowance granted in consideration of the additional expense of living at this hill station (G.Os. No. 1518, Revenue, dated 9th May 1910, No. 1121, Revenue, dated 17th April 1912, No. 2079, Revenue, dated 11th July 1912, No. 2094, Revenue, dated 18th July 1912 and No. 2487, Revenue, dated 1st November 1919).	
	Two revenue inspectors .. .. .	15 each.		
	Three clerks, 1 (25), 2 (20) ..	5 each.		
	One shroff (15) .. .. .	5		
	One dufferband (8) .. .. .	3		
	Five peons (7) .. .. .	2 each.		
Madura, Dindigul taluk, Ramayyanpatti.	Five peons (on Rs. 7) sanctioned temporarily by the Board of Revenue for the establishment for record of rights (three for six months and one peon for four months and one for two months).	*		
21. Kistna ..	Four temporary revenue inspectors employed on the localization of irrigable areas in the Kistna Eastern delta.	10 each.	On account of constant touring throughout the district, these men were put to extra expense for which their ordinary travelling allowance did not suffice. Their work was stated to be arduous and some of them were already drawing Rs. 10 local allowance as Land Records inspectors. So local allowance of Rs. 10 was sanctioned for transfer to this special work (G.O. No. 665, Revenue, dated 16th February 1918).	
22. Nellore ..	One revenue inspector, Sriharikota range.	15	The allowance was sanctioned in 1901 on account of the unhealthy and expensive conditions of the island and also for conveyance of a horse (G.O. No. 934, Revenue, dated 4th October 1901). Though the allowance is	
	called a local allowance, it seems to be really a horse allowance owing to the condition imposed and the amount will not cover anything beyond the maintenance of the animal. By treating the amount as a local allowance a reference to the Government of India which would otherwise have been necessary was avoided.			
23. Madras ..	Four revenue inspectors in charge of special survey and land records operations.	20 each.	These allowances are granted on account of heavy field work; and it is intended to meet the cost of their going about in an expensive place like Madras (G.O. No. 51, Revenue, dated 4th January 1918).	
	Five deputy surveyors .. .. .	10 each.		
24. Chingleput ..	Temporary deputy surveyor and draughtsman-clerk sanctioned for about 3½ months from September 1919.	5 each.	This is a deputation (local) allowance; as the temporary posts have apparently now ceased to exist, they do not need to be further considered (G.O. No. 1955, Revenue, dated 19th August 1919).	

\* Local allowances sanctioned by the Board of Revenue (B.P. Mis. No. 1206, dated 9th June 1919).

## SALT, ABKARI AND CUSTOMS DEPARTMENT.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances.*</i>				
25. South Arcot ..	Nellikuppam distillery—One Assistant Inspector.	Rs. 25	Duty allowance granted on account of the heavy responsibility involved (G.O. No. 3282, Revenue, dated 8th August 1898).	
26. Godavari ..	Samalkota distillery—One Assistant Inspector.	25	Duty allowance granted on account of the heavy responsibility involved (G.O. No. 3060, Revenue, dated 23rd November 1900).	
27. Excise staff for rail ways.	Four Sub-Inspectors .. ..	15 each.	Allowances sanctioned to meet the heavy expenses to which they are put, as a result of the nature of their duties which require them to be almost always in the railways and the inadequacy of their travelling allowance. The allowances are similar to the allowances drawn by Criminal Investigation Department men in Police (G.Os. No. 3698, Revenue, dated 18th December 1911, and No. 1894, Revenue, dated 13th May 1913).	
	Two Assistant Inspectors .. ..	30 each.	Allowances sanctioned to meet the heavy expenses to which they are put, as a result of the nature of their duties which require them to be almost always in the railways and the inadequacy of their travelling allowance. The allowances are similar to the allowances drawn by Criminal Investigation Department men in Police (G.O. No. 1394, Revenue, dated 13th May 1913).	
28. Do.	Jamadars and daffadars—eight men in all.	5 each.	Allowances sanctioned to meet the heavy expenses to which they are put, as a result of the nature of their duties which require them to be almost always in the railways and the inadequacy of their travelling allowance. The allowances are similar to the allowances drawn by Criminal Investigation Department men in Police (G.Os. No. 1394, Revenue, dated 13th May 1913, and No. 502, Revenue, dated 22nd February 1909).	
	Ten peons .. ..	3 each.		
<i>Local allowances.</i>				
29 (a) Madras ..	Madras Circle— Three Sub-Inspectors .. ..	3 each.	These have to travel in hilly tracts where travelling has been recognized to be expensive. As, however, the pay of the subordinates was fixed so as to compensate them for the cost of ordinary journeys within jurisdiction, and as the concession of travelling allowance in these localities which the Board of Revenue recommended required a reference to the Government of India, these men were granted by the Local Government local allowances so as to meet the extra cost of touring in the hill tracts (G.O. No. 2077, Revenue, dated 30th July 1914).	If the concession of ordinary travelling allowance be extended to Salt department officials, they will get enhanced travelling allowance rates for journeys in special localities. The object of the reference made by the Board of Revenue being thus met, there will be no need to grant local allowances in addition.
	Hill allowance to 12 peons ..	As. 12 each.		
	Dindigul Circle— One Sub-Inspector .. ..	3		
	Hill allowance to 3 peons .. ..	As. 12 each.		
(b) Coimbatore.	Coimbatore Circle— Two Sub-Inspectors in this Circle. .. ..	3 each.		
	Hill allowance to 8 peons .. ..	As. 12 each.		
	Bhavani Circle— Four Sub-Inspectors .. ..	3 each.		
	Hill allowance to 16 peons .. ..	As. 12 each.		

\* The Madras Supplement to the Civil Service Regulations mentions duty allowances of Rs. 50 each drawn by the First Assistant and Second Assistant, Board of Revenue (Separate Revenue). These are not included in the statement, as the posts are gazetted appointments.

## SALT, ABKARI AND CUSTOMS DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances - cont.</i>				
29. (c) Godavari ..	Northern division— Polavaram Circle— Two Sub-Inspectors .. ..	3 each. As. 12 each.	These have to travel in hilly tracts where travelling has been recognized to be expensive. As, however, the pay of the subordinates was fixed so as to compensate them for the cost of ordinary journeys within jurisdiction and as the concession of travelling allowance in these localities which the Board of Revenue recommended required a reference to the Government of India, these men were granted by the Local Government local allowances so as to meet the extra cost of touring in the hill tracts (G.Os. No. 2077, Revenue, dated 20th July 1914 and No. 1309, Revenue, dated 30th May 1919).	If the concession of ordinary travelling allowance be extended to all Salt department officials, these men will get enhanced travelling allowance rates for journeys in special tracts. The need for local allowance will then cease to exist.
	Six peons .. ..	As. 12 each.		
	Penuguduru Circle— One Sub-Inspector .. ..	3 As. 12 each.		
	Four peons .. ..	As. 12 each.		
	Rajahmundry Circle— Two Sub-Inspectors .. ..	3 each. As. 12 each.		
	Eight peons .. ..	As. 12 each.		
(d) North Arcot.	Central division— Arni Circle— Three Sub-Inspectors .. ..	3 each. As. 12 each.		
	Thirteen peons .. ..	As. 12 each.		
	Vellore Circle— One Sub-Inspector .. ..	3 As. 12 each.		
	Four peons .. ..	As. 12 each.		
(e) Karnool ..	Karnool Circle— One Sub-Inspector .. ..	3 As. 12 each.		
	Four peons .. ..	As. 12 each.		
30. Karnool district.	Nallamalais Temporary establishment— Two Sub-Inspectors .. ..	15 each.	Allowances sanctioned, as these officials have to work in the Nallamalais hills. It was held that as these officials are not entitled to any travelling allowance for journeys within jurisdiction there is a necessity to grant them local allowances (G.O. No. 1964, Revenue, dated 31st August 1919).	
	Twenty-eight peons (for one year from 1st April 1919).	2 each.		
31. Ganjam ..	(a) Aska Circle— Sub-Inspector, Billigunta .. ..	10 As. 8 each.	Owing to the unhealthiness and wildness of the greater part of this range, these localities were much dreaded: and to popularize service, allowances were granted (G.O. No. 690, Revenue, dated 28th July 1893).	
	Eleven peons .. ..	As. 8 each.		
	Ganjam Agency.			
	(b) Temporary establishment— One Assistant Inspector .. ..	37½ each.	Allowance sanctioned owing to the unhealthiness of the locality (item mentioned by the Board's office).	
	Sub-Inspectors (for two years from 1st April 1920).	15 each.		
32. Visagapatam.	(a) Bobbili Circle— Four Sub-Inspectors .. ..	10 each. As. 8 each.	Local allowances sanctioned owing to the unhealthiness of the (Anupur, Palkonda, etc. agency tracts (G.Os. No. 281, Revenue, dated 27th January 1910, and No. 347, Revenue, dated 9th February 1912). Agency allowances (G.O. No. 2688, Revenue, dated 31st August 1917).	
	Twenty-four peons .. ..	As. 8 each.		
	(b) Abkari clerks and establishments— One clerk, Nowrangapur .. ..	8 1 each		
	Three peons, Nowrangapur .. ..	1 "		
	Two peons, Parvatipuram .. ..	1 "		
	One clerk, Jeypore .. ..	8		
	Three peons, Jeypore .. ..	1 each		
	Two peons, Malkanagiri .. ..	1 "		
	Three peons, Gunupur .. ..	1 "		
	Two peons, Padwa .. ..	1 "		
	" Pottangi .. ..	1 "		
	" Koraput .. ..	1 "		
	" Rayaghada .. ..	1 "		
	" Bissemkatak .. ..	1 "		
3. Godavari Agency.	(a) Abkari Preventive Circle in the Godavari Agency— One Assistant Inspector .. ..	15 15 each.	Allowances sanctioned on account of unhealthiness of locality. Upper Agency was stated to be malarial (G.O. No. 1779, Revenue, dated 30th July 1919).	
	Nine Sub-Inspectors .. ..	15 each.		
	Two clerks (35) and (25) .. ..	10 each		
	Forty-eight peons .. ..	2 each.		
	(b) Revenue Department Abkari establishment— One clerk, Polavaram .. ..	5	Agency allowance [G.O. No. 1481, Revenue, dated 19th May 1913 and No. 243, Financial (Separate Revenue), dated 12th July 1913].	

## SALT, ABKARI AND CUSTOMS DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
33. Godavari Agency—cont.	(a) Temporary establishment— (i) Central Distilleries, Bhadrachalam (for one year from 1st April 1920)— Five petty officers .. Five peons .. (ii) Santavasal (for six months annually)— Eight Sub-Inspectors .. Six petty officers .. Fifty-five peons .. Santavar— Four Sub-Inspectors .. Five petty officers .. Thirty-five peons ..	rs. 2 each. 2 " 5 each. 2 " 2 " 5 each. 2 " 2 "	Local allowances sanctioned owing to the special conditions of the locality (G.O. No. 360 Revenue, dated 11th February 1920). Establishment sanctioned for supervision of ganja cultivation. Allowance given, as the men are subjected to much hardship and extra expenses and have practically to live in fields away from their families during the ganja season. The allowance is also intended to avoid room for discontent among the establishment which may possibly afford an incentive to dishonesty for which there is much scope.—G.O. No. 182, Separate Revenue, dated 8th March 1916.	
34. Nilgiris ..	(a) One clerk, Collector's office doing Abkari work (pay Rs. 30). (b) Salt and Abkari establishment in charge of breweries at Ootacamund and Coonoor— One Assistant Inspector. Three Sub-Inspectors each. Nine peons each ..	10 35 15 5	Local allowance for costliness of living at Ootacamund (G.O. No. 91, Financial, dated 1st February 1902). Sanctioned in view of costliness of living on the hills [G.Os. No. 643, Revenue, dated 17th June 1904, No. 410-1, Financial, dated 28th June 1904, No. 2702, Revenue, dated 25th November 1919, and No. 362, Financial (Separate Revenue), dated 16th March 1917].	
35. Malabar ..	(a) Ponnani Circle—Cochin— Water allowance to 5 peons .. Water allowance to 3 peons .. Fish-curing establishment.  Cochin—Customs staff— Five Tally clerks .. .. Nineteen peons .. .. Revenue Department establishment debited to 5. Salt— One peon, Cochin Taluk office.. (b) Calicut Circle—Kudathai range, Tamaracheri headquarters— One Sub-Inspector .. .. Five orderlies .. .. (c) Calicut Circle— Wynad allowance to four peons— One peon .. .. Three peons each .. .. One Sub-Inspector .. .. (d) Cannanore Circle— Wynad allowance to four peons— One peon .. .. Three peons at Rs. 4½ each .. .. One Sub-Inspector .. .. Taluk Revenue establishment debited to 5. Salt— Wynad Taluk office— One clerk .. .. Two peons each .. ..	1 each 1 each. 1 15 3 each. 5 4½ 15 5 4½ 15 10 3	Special allowance sanctioned to enable the menials to meet the cost of procuring drinking water [G.Os. No. 2869, Revenue, dated 1st December 1903, and No. 342, Financial (Separate Revenue), dated 16th March 1917]. Water allowance (G.O. No. 1907, Revenue, dated 27th June 1912). Water allowance (G.O. No. 1021, Revenue, dated 30th August 1906). The range is malarious; and at the foot of the ghats the tract is very unhealthy (G.O. No. 1298, dated 5th May 1913). Wynad allowances. Do. Wynad allowances (G.O. No. 659, Revenue, dated 1st July 1908).	
36. Coimbatore ..	Kollegal taluk—Bhavani Circle— One Assistant Inspector .. .. One Sub-Inspector .. .. Thirteen peons each .. ..	30 15 2	Allowances sanctioned owing to the special conditions of the locality (G.O. No. 1454, Revenue, dated 20th May 1914).	
37. Madras ..	One Sub-Inspector in charge of S.B.B. Brewery, Naduvakarai (near Kilpak), Madras.	10	Local allowance sanctioned to meet the extra expenditure in the shape of conveyance charges. He has duties in the different parts of Madras (G.O. No. 67, Revenue, dated 6th January 1914).	
38. Chingleput ..	Ennore Circle— Sixty-nine peons .. .. One hundred and fifteen peons for six months annually.	1 each. 1 each.	This allowance was first sanctioned in 1896 as an inducement for men to take service in the factories of this circle. It was pointed out by the Board that want of fresh water near the lines in some of the factories, the general difficulty of procuring food-stuffs near their residences, and the distasteful nature of the work affected recruitment of proper stamp of men (G.O. No. 1241, Revenue, dated 26th March 1896).	

## SALT, ABKARI AND CUSTOMS DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
39. Ramnad	Morekolam Circle, Pamban— Salt, Abkari and Customs staff— Three Sub-inspectors .. .. One clerk shroff .. .. Two clerks .. .. Eleven peons .. ..	Rs. 20 per cent of pay. 2 each.	Local allowances sanctioned owing to the expensiveness of living on the island (G.Os. No. 3446, Revenue, dated 21st December 1908, No. 3392, Revenue, dated 11th November 1892, and No. 176, Revenue, dated 16th January 1913).	
	Dhanushkodi Customs staff— Three Assistant Inspectors .. .. Two Sub-Inspectors .. .. Three clerks .. .. One clerk-shroff .. .. One female searcher .. .. Four tally clerks, .. .. Six peons .. ..	20 per cent of salary. 6 3 each. 2 each.	Allowances sanctioned owing to expensiveness of cost of living (G.Os. No. 71, Revenue, dated 7th January 1913, No. 208, Revenue, dated 20th March 1915, No. 1555, Separate Revenue, dated 24th February 1915, and No. 580, Revenue, dated 12th March 1919).	
40. Tanjore district.	(a) Ammapatnam Customs staff— One Sub-Inspector .. ..	7½	This officer had to make some journeys within his jurisdiction as Customs Collector, for which he was not eligible for travelling allowance; and the grant of such travelling allowance required a reference to the Government of India. To avoid this reference the expedient of a local allowance was adopted (G.O. No. 425, Separate Revenue, dated 25th May 1916).	Vide remarks against item 39 above.
	(b) Vattanam Circle— Twenty-one peons (pay Rs. 9 and 10). Twenty-six peons for 6 months annually.	1 each. 1 each.	A representation was made by the Board of Revenue in 1898 that the difficulties of getting water experienced by the factory peons of this circle, the isolated position of these factories, the unhealthy climate, and arduous nature of the duties stood in the way of recruitment of the required class of men for these posts in the factories. A local allowance of Rs. 1 to men in factories was thereupon sanctioned and it continues (G.Os. No. 3078, Revenue, dated 21st July 1898, No. 828, Revenue, dated 22nd June 1908, and No. 1809, Revenue, dated 30th May 1919).	
41. Tinnevely district.	Morekolam Circle— Eight peons (pay Rs. 9 and 10). Ten peons for 6 months annually.	1 each. 1 each.	Do. do.	

## FOREST DEPARTMENT.

<i>Duty allowances.</i>				
42. (a) Northern Circle, Western Circle, Central Circle, and Southern Circle.	One Senior Instructor in the Vernacular Training Schools in each of the four Forest Circles.	25 each.	These allowances are granted in view of the arduous and uncongenial nature of their work. It was stated by the Conservator that the work of the Instructor is much harder than that of the ordinary Range officer. The schools last for seven months in each year. It was directed in 1916 that the allowance be treated as remunerative (G.O. No. 255, Financial, dated 8th May 1916).	
(b) Madras	Shorthand typist in the Chief Conservator's office.	10	A duty allowance of Rs. 10 is granted to one of the typists in consideration of his doing shorthand work (G.O. No. 692, Revenue (Special), dated 11th April 1919).	
<i>Local allowances.</i>				
43. Coimbatore, North Arcot and other districts.	Upper Subordinates of the Public Works Department employed under the Forest Engineer for the period of their stay on the Javadis or the Anamalais or in other unhealthy tracts.	50 per cent of pay subject to a maximum of Rs. 50.	The local allowances are granted as a compensation for the specially arduous and unhealthy conditions attaching to their work in these areas. Subject to the control of Chief Conservator, the Forest Engineer will be the judge in deciding the tracts where the local allowances are to be granted (G.O. No. 894, Revenue, dated 7th May 1918).	
	Lower Subordinates of the Public Works Department employed under the Forest Engineer for the period of their stay on the Javadis or the Anamalais or in other unhealthy tracts.	50 per cent of pay subject to a minimum of Rs. 25 and maximum of Rs. 40.		
44. Ganjam (Agency).	(a) A local allowance of 50 per cent of their pay is granted to all Forest subordinates including the range clerk and peon of Pondakhol range in Ganjam district.	50 per cent of pay.	Allowance sanctioned in 1910 as it was represented that Pondakhol has a poisonous climate. Communications are bad and food supplies have to be obtained from the plains; it was extended to the clerk and peon in 1915 (G.Os. No. 1989, Revenue, dated 13th June 1910, and No. 551, Revenue, dated 1st March 1915).	
	(b) A local allowance of 3/10ths of the pay is granted to the Deputy Ranger stationed at Chokkapad and Range officer, Mujjagoda range, in the Ganjam district.	3/10ths of pay.	The work lies in the heart of the Chokkapad Forests. There are no roads or communications leading to this village. Chokkapad kandam is one of the most feverish parts of the whole Agency. So the allowance was sanctioned (G.O. No. 1647, Revenue, dated 31st May 1911).	



## FOREST DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowances.	Remarks.
<i>Local allowances—cont.</i>				
44. Ganjam (Agency)— <i>cont.</i>	(c) Range officers and range clerks of Kukuluba and Bonta ranges stationed at Tarasinghi.	Rs. 20 per cent of pay.	Tarasingi is a small village situated 16 miles from Russelkonda : it is jungly and malarious with bad communications : cost of living is higher than in Russelkonda or Surada. So an allowance was sanctioned in 1912 (G.O. No. 3188, Revenue dated 25th October 1912).	
	(d) A local allowance of 30 per cent of his pay is granted to each of the Range officers of Mahendra and Devagiri ranges (in Parlakimedi Malaya) and at 50 per cent of his pay to the Range officer, Chandragiri Range, with headquarters at Ghotapalli, Ganjam district.	30 per cent of pay.	The ranges are feverish and similar to other places in the Ganjam Agency, where allowances are granted (G.Os. Nos. 428, Revenue, dated 10th February 1914 and 3068, Revenue, dated 26th October 1914).	
45. Godavari (Agency).	Revenue Inspector, Bampa Forests, Godavari.	15	Allowance sanctioned for expensive living and unhealthiness of area (G.O. No. 1049, Revenue, dated 11th April 1917).	
	The following local allowances are sanctioned for the subordinates noted below at the rates mentioned against each :—			
	Upper Godavari— Executive and Protective staffs— Forest Rangers .. .. . Deputy Rangers .. .. . Foresters 15—25 .. .. . Forest guard 8—12 .. .. .	25 10 6 3		
	Office staff— Pay. Head clerk 40—2—50 .. .. . Accountant 30—2—40 .. .. . Draftsman 30—2—50 .. .. . Clerk 25—1—30 .. .. . Clerk 20—1—25 .. .. . Clerk 20 .. .. . Typist 20—1—25 .. .. . Peons 7 and 8 .. .. . Range clerks 20 .. .. . Range peons 6 .. .. .	15 15 15 10 10 5 10 2 5 2	Allowances sanctioned as it was represented by the Board in 1917, that the agency forests are very unhealthy, that the subordinates have to maintain two establishments, to pay highly for cost of food-stuffs and to make long journeys by boat of over 300 miles to the plains when private business called them (G.O. No. 1691, Revenue, dated 13th June 1917).	
46. Wynad of (Malabar and the Nilgiris districts).	All non-gazetted officers on the forest establishment both in the Malabar and Nilgiris districts of the Wynad, are permitted to draw local allowances of 50 per cent of their pay subject to a maximum limit in each case of Rs. 50 per mensem.	50 per cent of pay subject to a maximum of Rs. 50.	The allowance is granted on account of the increased cost of living and unhealthiness of the locality (G.O. No. 1162, Revenue, dated 21st November 1900).	
	The Veterinary Assistant stationed at Gudalur.	50 per cent of pay.	The allowance is granted on account of the unhealthiness of the locality [G.O. No. 1086, Revenue (Special), dated 24th May 1919].	
47. Nilgiris (other than Wynad).	The members of the Forest establishment employed on the Nilgiri plateau can draw local allowances at the following rates :—			
	On pay of Rs. 100 and over ..	25		
	On pay from Rs. 75 and below Rs. 100.	20		
	On pay from Rs. 50 and below Rs. 75.	15		
	On pay above Rs. 25 and below Rs. 50.	10		
	On pay of Rs. 25 and less ..	5		
	Inferior servants .. .. .	3		
	There are special rates of Rs. 20 and Rs. 10 for the head and second clerks of the District Forest office.		Allowance granted in consideration of the cost of living on the hills (paragraph 4 of G.O. No. 1162, Revenue, dated 21st November 1900 and G.O. No. 433, Financial, dated 19th August 1907).	
48. Coimbatore (Anamalais).	(a) A local allowance of 50 per cent of the pay, subject to a maximum limit of Rs. 50, is granted to the range officer, Tansukdavu range, and his clerk and two peons, when the headquarters of the range are at Mount Stuart. They are permitted to move their headquarters to Sethumadai during the unhealthy season, i.e., from March to May inclusive, or, for such period as the District Forest Officer considers necessary.	50 per cent of pay subject to a maximum of Rs. 50.	Allowance sanctioned owing to the unhealthiness of the locality and scarcity of water at the station during the hot weather (G.O. No. 356, Revenue, dated 17th April 1912 and No. 2436, Revenue, dated 7th October 1912).	

## FOREST DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowances.	Remarks.
<i>Local allowances—cont.</i>				
48. Coimbatore (Anamalais) —cont.	(b) Rangers, deputy rangers and foresters on the Anamalais.	50 per cent of pay.	Rs.	Allowance sanctioned owing to the unhealthiness of the locality and scarcity of water at the station during the hot weather (G.O. No. 379, Revenue, dated 14th April 1903). Allowance sanctioned owing to the unhealthiness of the locality and scarcity of water at the station during the hot weather (G.O. No. 3027, Revenue, dated 5th December 1911). Allowance sanctioned owing to the unhealthiness of the locality and scarcity of water at the station during the hot weather (G.O. No. 2599, Revenue, dated 30th August 1912).  Allowance sanctioned as it was represented by the Board that owing to the inaccessibility of these stations heavy expenses are incurred in procuring foodstuffs from distant markets. The places were also stated to be notoriously unhealthy (G.O. No. 2557, Revenue, dated 25th August 1913).  The allowance is granted on account of the unhealthiness of the locality [G.Os. No. 390, Revenue, dated 7th February 1913, and No. 1056, Revenue (Special), dated 24th May 1919].  These places were represented to be extremely unhealthy and the cost of obtaining supplies was stated to be greater than in the general run of forest stations. So local allowances were sanctioned (G.Os. No. 2557, Revenue, dated 25th August 1913 and No. 43, Revenue, dated 15th January 1914).  The allowance was sanctioned on account of the high cost of living in the hills (G.Os. No. 839, Revenue, dated 27th February 1896 and No. 4863, Revenue, dated 15th December 1899).
	(c) Two range clerks of Tunacadvan and Poonachi Hills, and one range peon.	50 per cent of pay.		
	Forest guards of Tunacadvan and Poonachi Hills.	Rs. 2 each		
	(d) The following local allowances are sanctioned to the forest subordinates noted below at the rates mentioned against each :—			
	(i) North Coimbatore.			
	One range officer stationed at Thattakarai.	10		
	One range clerk stationed at Thattakarai.	2		
	One range peon stationed at Thattakarai.	1		
	Twenty-four forest guards on the hill ranges.	1 each		
	(ii) Kollegal.			
One Range officer stationed at Cowdalli.	10			
One Range clerk stationed at Cowdalli.	2			
One Range peon stationed at Cowdalli.	1			
Thirty-four Forest guards on the Anamalais hills.	1 each.			
(e) The Veterinary Assistant stationed at Mount Stuart on the Anamalais.	50 per cent of pay.			
49. Salem and North Arcot (Javadi and Chitteri hills).	South Salem and South Vellore—Six forest guards in the Chitteri hills and the Javadi plateau.	2 each		
50. Madura (Palnis).	(a) Local allowances of Rs. 5 and Rs. 2 respectively are drawn by the clerk and peon of the Kodaikanal Range office in Madura district. An allowance of Rs. 2 is also admissible to the forest guards employed in the following beats on the Palni hills and Kumili in the Cumbum range in Madura district :—	5		
	Kodaikanal range—			
	Kodaikanal beat	.. ..		
	Gondanshola "	.. ..		
	Maohur "	.. ..		
	Pambarai "	.. ..		
	Kukal "	.. ..		
	Tandigudi range—			
	Tandigudi beat	.. ..		
	Periyur "	.. ..		
Pachalur "	.. ..			
Pallattur "	.. ..			
Kodaikanal—				
(b) A local allowance of 25 per cent of pay subject to a maximum of Rs. 30 is granted to the Range officer, Kodaikanal, in Madura district.	25 per cent of pay.			

## FOREST DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowances.	Remarks.
<i>Local allowances—cont.</i>				
50. Madura (Kodai-kanal)—cont.	(e) Range officer, Tandigudi ..	Rs. 25 per cent of pay subject to a maximum of 30.	This is an out-of-the way spot and feverish like the Wynad. Local allowances were first sanctioned in 1908, then withdrawn in 1910. The Board urged in 1913, that this locality deserved similar treatment like the North Coimbatore and Kollegal ranges and the allowances were thereupon sanctioned (G.O. No. 2557, Revenue, dated 25th August 1913).	
	Range clerk, Tandigudi ..	5		
51. Kurnool (Nallamalais).	A local allowance of three-tenths of their pay is granted to Range clerks of the four ranges in the East and West Kurnool divisions and Rangers and Plantation Overseers employed in the four plateau ranges and Foresters and Deputy Rangers serving on the Nallamalais hills.	3/10ths of pay.	A local or hill allowance was first sanctioned in 1890 owing to the difficulty of getting men for appointment in these tracts which are unhealthy and also feverish. In 1908 and 1909 range clerks in these localities were admitted on the same grounds to this concession, which was extended later on to all other Forest subordinates with their headquarters in the heart of Nallamalais (G.Os. Nos. 283, Financial, dated 7th March 1892, 438, Financial, dated 17th September 1908, 1905, Revenue, dated 15th July 1909 and 3560, Revenue, dated 27th November 1912).	
52. Nellore district.	Forest subordinates serving in the Sriharikota range—		It was represented by the Board of Revenue that the climate of the island is very unhealthy and living very expensive. So the allowances have been sanctioned (G.O. No. 701, Revenue (Special), dated 12th November 1918).	
	Range Officer .. .. .	10 0 0		
	Deputy Ranger .. .. .	5 0 0		
	Forester .. .. .	3 12 0		
	Range clerk .. .. .	3 12 0		
	Forest guards, blacksmith, tram gumastah, depot-keeper.	2 8 0		

## REGISTRATION DEPARTMENT.

*Duty allowances.*

53. Madras City ..	Two clerks, Inspector-General's Office.	10 each	These are shorthand allowances and are treated by the Accountant-General as <i>local</i> allowances. [G.Os. No. 9, Judicial, dated 4th January 1915, and No. 1422, Home (Judicial), dated 4th June 1918.]	They might be classed as duty allowances.
54. All districts ..	Probationary Sub-Registrars ..	10 each	The allowance is treated as duty allowance and is given on account of increased responsibility involved in doing the duties of a Sub-Registrar (G.O. No. 449, Judicial, dated 19th March 1912).	
55. Do. ..	Ex-officio Sub-Registrars at Bhadrachalam, Shevaroy Hills, Anjengo, Tangasseri and Gudalur.	10 each	These are duty allowances granted to officers of other departments, for the additional work involved in the duties of Sub-Registrar [G.O. No. 100, Home (Judicial), dated 16th January 1919].	

*Local Allowances.*

56. Godavari (Agency).	(a) Sub-Registrar, Polavaram ..	15	Allowance granted owing to the unhealthiness of the locality (G.O. No. 1651, Judicial, dated 6th November 1903).	
	(b) Clerk, Sub-Registrar's office, Polavaram.	10 or 5	The allowance is stated by the office of the Inspector-General of Registration to be Rs. 10 if pay is Rs. 25 or more, and Rs. 5 if the pay is less than Rs. 25.	
	(c) Clerk, Sub-Registrar's office, Bhadrachalam.	10 or 5	Do.	
	(d) Three peons and night watchmen in Polavaram and Bhadrachalam.	1 each		

## REGISTRATION DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowances.	Remarks	
<i>Local allowances—cont.</i>					
57. Nilgiris	Sub-Registrar, Ootacamund and Coonoor.	Rs. ..	.....	} (G.O. No. 1867, Judicial, dated 12th September 1913.)	
	if pay is Rs. 80 and above ..	20			
	if pay is less ..	15			
	In regard to other establishments on the Nilgiris, the Accountant-General says— “Local allowances have been sanctioned to all the establishments at a rate not exceeding 50 per cent of their pay. This maximum rate is paid to all the establishments at Gudalur. The minimum paid in certain parts is 25 per cent.”				
	The following details are taken from the Civil Budget estimate:—				
	One clerk at Gudalur ..	50 per cent of pay.			
	Two clerks, Ootacamund ..	10 each.		} Vide remarks in item 56 (b).	
	Do. Coonoor ..	10 or 5 according to pay.			
	Two peons, Ootacamund ..	2 each.			
	Do. Coonoor ..	2 ..			
58. Malabar (Wynad).	(a) Two Sub-Registrars at Vayittri and Manantoddy.	25 each.		} Allowances granted owing to the unhealthy nature of the localities. A local allowance of 50 per cent of pay was considered unnecessary as the Sub-Registrars are sent here as a punishment (G.O. No. 520, Judicial, dated 19th March 1907).	
	Two clerks, in each of the Sub-Registrars' offices, Vayittri and Manantoddy.	50 per cent.			
	One peon ..	Do.			
	One night watchman in each of these places.	Do.			
58. Malabar (Cochin).	(b) Sub-Registrar ..	5		} Allowances granted as Cochin is a costly place, the town congested and house-rents high [G.O. No. 1914, Home (Judicial), dated 19th September 1915].	
	Clerk ..	3			
	Peon and night watchman ..	1 each.			Water allowance (G.O. No. 1493, Judicial, dated 9th November 1908).
59. Coimbatore	One Sub-Registrar, Talavadi ..	15		} Allowance granted owing to the unhealthy nature of these tracts of the Setyamangalam taluk. (G.O. No. 1704, Judicial, dated 22nd December 1908).	
	One clerk do. ..	20 per cent of pay.			
	Two menials do. ..	2 each.			
	Sub-Registrar, Hanur ..	15			
	Two clerks, Sub-Registrar's office, Hanur.	20 per cent of pay.			
	Two peons, Hanur Sub-Registrar's office.	2 each.		} Hill allowance.	
60. Salem (Sheravaroy Hills).	Clerk, Sub-Registrar's office, Sheravaroy Hills.	5			
	Two peons, Sheravaroy Hills Sub-Registrar's office.	2 each.			
61. Madras	One Sub-Registrar, Kodaikanal ..	15		} Allowance granted for residence on the hills. The allowance varies according to pay—vide remarks in item 56 (b).	
	One clerk, Kodaikanal ..	10 or 5			
	Two peons ..	2 each.			
62. Ramnad	Rameswaram—			} Local allowances granted owing to the costly living and high prices at Rameswaram. The allowance for the clerk varies according to pay—vide remarks in item 56 (b) (G.O. No. 372, Judicial, dated 7th March 1912).	
	One Sub-Registrar ..	15			
	One clerk ..	10 or 5			
	Two menials ..	2 each.			

## REGISTRATION DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowances.	Remarks.
<i>Local allowances—cont.</i>				
93. All districts	One clerk in each of the District Registrar's offices of all districts. The Accountant-General says that 11 typists in Trichinopoly and one clerk in Godavari draw a typewriting allowance of Rs. 5 each.	Rs. 5	In 1918 the Government sanctioned as an experimental measure for one year the grant of a typewriting allowance of Rs. 5 each to a clerk in each District Registrar's Office who is qualified in typewriting and supplies his own machine. This was thought to be more economical to Government than the supply of a Government machine. After a year's trial, the Government have issued orders recently for supplying all District Registrar's offices with typewriting machines, and converting a clerk's post into that of a typist. Evidently the old allowance of Rs. 5 is being still drawn in some offices not yet supplied with Government machines; and these are mentioned by the Accountant-General. These allowances will, however, cease to exist shortly [G.Os. No. 1767, Home (Judicial), dated 5th August 1918, and 2525, dated 31st October 1919].	

## GENERAL ADMINISTRATION\*

<i>Duty allowances.</i>				
64. (a) Madras (Secretariat).	Typists in the Civil Secretariats [except the Revenue (Special) Department] the members in each being limited to a maximum of two.	10	For being employed on confidential work (G.Os. Nos. 874, Financial, dated 26th October 1918, and 975, Financial, dated 6th December 1918).	
(b) Madras (Secretariat).	A lump sum of Rs. 80 is placed at the disposal of each of the Secretaries to Government to be expended by them in the form of shorthand allowances to such number and amount as they may deem fit.	80	The allowances given out of this lump allotment are treated as duty allowances (G.O. No. 215, Financial, dated 12th April 1916).	
(c) Madras (Board's Offices).	One clerk attached to Revenue Board's Office (Court of Wards Branch).	10	Duty allowance for shorthand work (G.O. No. 546, Revenue, dated 26th February 1915).	
	One typist attached to the Revenue Board's Office (Land Revenue and Forest branch).	10	Duty allowance for shorthand work (G.O. No. 2764, Revenue, dated 24th September 1914).	
	One typist attached to the Revenue Board's Office (Salt Branch).	10	Duty allowance for shorthand work (G.O. No. 3230, Revenue, dated 10th November 1914).	
	One typist attached to the Revenue Board's Office (Separate Revenue Branch).	10	Duty allowance for shorthand work (G.O. No. 3547, Revenue, dated 30th November 1914).	
	One typist, Board of Revenue Settlement).	10	This is shorthand allowance sanctioned in 1914. This was directed in 1916 to be treated as a remunerative allowance (G.Os. Nos. 3230, Revenue, dated 10th November 1914, and 517, Financial, dated 6th September 1916).	
				For doing confidential work (G.O. Mis. No. 302, Revenue, dated 10th February 1919).
(d) Madras (Board's Offices).	One typist in the Settlement Branch of the Board's Office.	5	For doing confidential work (G.O. Mis. No. 304, Revenue, dated 10th February 1919)	
	Two typists in the Land Revenue branch of the Board's Office (one working in the Court of Wards Section and the other working in both the Land Revenue and Forest Sections).	5 each.		
	One typist, Board of Revenue (Separate Revenue).	5	Allowance for confidential work (G.O. No. 498, Revenue, dated 13th March 1919).	

## JUDICIAL DEPARTMENT.

<i>Duty allowances.</i>				
65. All districts ..	Shorthand writers of District Courts.	40	Shorthand allowance, Advanced grade men.	
		30	Shorthand allowance, Intermediate grade men.	
		15	Shorthand allowance, Elementary grade men.	

\* Hill allowances of Secretariat establishment and Government Press establishment are omitted as they are given under the Hill Allowance Code.

## JUDICIAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowances.	Remarks.
<i>Duty allowances—cont.</i>				
-66. Sub-Courts of various places.	Sub-Courts— One typist, Chingleput .. .. Three typists, Kaminad .. .. Do. Guntur .. .. One typist, Berhampur .. .. Do. Trichinopoly .. .. Do. Negapatam .. .. Do. Mayavaram .. .. Do. Kumbakonam .. .. Do. Mangalore .. .. Two clerks, Madura .. .. One clerk, Tinnevelly .. .. One typist, Tanjore .. .. Do. Coimbatore .. ..	Rs.   15 or 20.   40	These shorthand allowances were granted to clerks or typists when the system of employing them to take down judgments dictated in open Court was introduced in Sub-Courts and selected Munsifs' Courts. The allowance is Rs. 15 for Elementary shorthand men and Rs. 20 for those who have passed the higher grade (G.O. No. 1340, Judicial, dated 15th June 1915). The higher rate of Rs. 40 in two Sub-Courts at Coimbatore and Tanjore, is in force as these are Sessions Courts also [G.O. No. 630, Home (Judicial), dated 19th March 1918].	The Accountant-General has classified these as local allowances. It appears that like all other shorthand allowances these might be treated as duty allowances.
-67. District Munsif's Courts.	Munsif's Courts— One clerk or typist, Tanjore .. Do. Kumbakonam .. Do. Madura .. Do. Tinnevelly ..	20 each.	Do. do.	
-68. Madras ..	One typist, Office of the Secretary, Rule Committee. One clerk-typist, office of the Government Pleader. One typist, office of the Advocate-General. One typewriting clerk, Court of Small Causes  One typist, Crown Prosecutor's office. One typist, office of the Administrator-General and Official Trustees.	15 20 20 15 or 20.  10 10	Duty allowance for shorthand work (G.O. No. 904, Judicial, dated 7th July 1909). Duty allowance for shorthand work (G.O. No. 829, Judicial, dated 20th May 1911). Duty allowance for shorthand work (G.O. No. 8105, Judicial, dated 11th December 1915). Duty allowance for shorthand work. The allowance which was Rs. 5 has been raised to Rs. 15 or 20 according to the qualifications of the man employed. Rs. 15 for elementary grade and Rs. 20 for higher grades [G.Os. No. 760, Home (Judicial), dated 4th April 1919, and No. 3022, Home (Judicial), dated 23rd December 1919]. Duty allowance for shorthand work [G.O. No. 12, Home (Judicial), dated 3rd January 1919]. Duty allowance for shorthand work [G.O. No. 1242, Home (Judicial), dated 2nd June 1919].	
<i>Local allowances.</i>				
-69. (a) Ganjam (Agency). (b) Godavari (Agency).	Clerk, Special Assistant Agent's office, Balliguda. Agency Munsif's Court, Polavaram (regular)— One clerk .. .. Two peons .. .. One process peon .. .. Do. .. .. Bhadrahalam— Five peons each .. .. Assistant Agency Court, one peon. Venkatapuram Agency, two peons each.	10  5 1 3 2  1 1 1	Agency allowance (G.O. No. 3767, Revenue, dated 17th December 1913).  Agency allowances (G.Os. No. 2079, Revenue, dated 11th July 1912; No. 1481, Revenue, dated 19th May 1913, and No. 912, Revenue, dated 23th April 1915).	
-70. (a) The Nilgiris.	Ootacamund (Sub-Court)— One Sarishtadar (100) .. .. One translator .. .. One head clerk (50) .. .. One record-keeper (40) .. .. One clerk (30) .. .. One typist and one clerk (25) .. .. One clerk (20) .. ..  District Munsif's Court, Gudalur— One clerk (30) .. .. Two clerks (20) .. .. Peons .. ..	25 15 10 10 10 10 each. 5  50 per cent of pay.		
(b) Malabar (Wynad).	District Munsif's Court, Vayitri— Establishments including process serving and copying staff.	50 per cent of pay.	Wynad allowance [G.Os. No. 239, Financial, dated 21st March 1890, and No. 630, Home (Judicial), dated 19th March 1918].	

## JAIL DEPARTMENT.

Locality.	Appointments to which allowances are attached.	Amount.	Remarks for the grant of the allowance.	Remarks.
<i>Local allowances.</i>				
71. Visagapatam..	Two Jailors, Sub-jail, Koraput .. All warders, Sub-jail, Koraput ..	Rs. 15 and 10 1 each.	Local allowances granted on account of the unhealthy climate of the locality [G.O. No. 2614, Home (Judicial), dated 8th November 1916, and No. 432, Judicial, dated 25th February 1916, and No. 2113, Judicial, dated 30th September 1914].	
72. Madura ..	One warder, Sub-jail, Kodaikanal.	2	Hill allowance.	
73. Madras ...	Seventy-one warders, Penitentiary. Seven Civil jail warders ..	1 each.	.....	
74. The Nilgiris ..	The Accountant-General says— “Local allowances have been sanctioned to all the establishments at a rate not exceeding 50 per cent of their pay. This maximum rate is paid to all establishments at Gudalur. The minimum paid in certain parts is 25 per cent.” It does not appear that there is any jail staff at Gudalur. So far as the office of the Inspector-General of Prisons is concerned, the scale of local allowances is—  1 clerk (175—10—225) 1 „ (100— 5—125) 1 „ (100; .. ) 1 clerk (70— 5—100) 10 clerks (20—60) 1 menial (Taken from the Civil Budget Estimate.) Sub-jail warder, Coonoor ..	25 each. 15 10 each 8 2	Local allowance on account of special conditions of the Nilgiris.  [G.O. No. 2013, Home (Judicial), dated 5th September 1919.]  G.O. No. 649, Judicial, dated 14th March 1914.	

## POLICE DEPARTMENT.

*Duty allowances.*

## Shorthand staff.

75. All districts ..	Twenty-four shorthand reporters included in the Sub-Inspector's cadre to work under the immediate orders of the Deputy Inspector-General, Railways and C.I.D., and to be attached to the Police school, Vellore.	Rs. 50 each.	These consist of picked and trustworthy men; and their work is unpopular. So a duty allowance of Rs. 50 is given (G.O. No. 577, Public, dated 14th October 1919).
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## Intelligence Department.

76. Madras City.	Two Inspectors .. .. . Five Sub-Inspectors .. .. . Six head constables .. .. . Six constables .. .. .	Rs. 50 30 7 3	The reason for the grant of the allowance is— Service in the Intelligence Branch requires special aptitude and high character. The special character of the work requires picked men—vide paragraph 101 of the Police Commission Report of 1902-03 and paragraph 74 of the Government of India, Home Department, resolution Nos. 248-259, dated 21st March 1905. (G.O. Nos. 83, Judicial, dated 30th November 1905, No. 1523, Judicial, dated 22nd September 1905, and No. 773, Judicial, dated 16th April 1915.)
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## POLICE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty Allowances—cont.</i>				
Criminal Investigation Department.				
77. C.I.D. ..	Nine Inspectors .. .. .	RS. 50	The reason for the grant of the allowance is— Service in the Intelligence Branch requires special aptitude and high character. The special character of the work requires picked men—vide paragraph 101 of the Police Commission Report of 1902-03 and paragraph 74 of the Government of India, Home Department, resolution No. 248-259, dated 21st March 1905. (G.O. No. 956, Judicial, dated 21st June 1910.)	
78. Madras City.	Fifteen Sub-Inspectors .. .. . Sixteen Head Constables .. .. . Twelve Constables .. .. .	30 7 3	Allowance is granted as service in the Intelligence Branch requires special aptitude and high character. The special character of the work requires picked men—vide paragraph 101 of the Police Commission Report of 1902-03 and paragraph 74 of the Government of India, Home Department, resolution No. 248-259, dated 21st March 1905. (G.O. No. 1922, Judicial, dated 30th November 1905 and No. 1152, Judicial, dated 10th July 1906.)	
Under the Commissioner of Police.				
79. Madras City.	One Fire Brigade Inspector .. .. . Two Drill Instructors .. .. .	25 2½	Allowances are granted for the extra duties involved. (G.O. No. 1425, Judicial, dated 24th June 1914, G.O. No. 2266, Judicial, dated 2nd November 1898 and G.O. No. 1018, Judicial, dated 16th May 1898.)	
	All Sergeants .. .. .	25	Duty allowance sanctioned to all Sergeants who are British Ex-Soldiers. [G.O. No. 474, Home (Judicial), dated 19th February 1920.]	
80. Madras City.	Traffic Control Staff of the Madras City Police— Two Sergeants .. .. . Seven Head Constables .. .. . Seventy-four Constables .. .. .	10 1 1	The allowances are granted as the duty requires picked men and it is not popular as it involves much standing in the sun. [G.O. No. 196, Home (Judicial), dated 24th January 1918.]	
	Mounted Police in charge of horses— One Sub-Inspector .. .. .	10	Allowance granted for charge of stables and supervision of the work of the mounted branch. (G.O. No. 1523, Judicial, dated 22nd September 1905.)	
81. Madras City.	One Head Constable .. .. . Three Constables .. .. .	2 2	Allowance granted for training and exercising horses and for keeping back the crowd at a race course and the like. (G.O. No. 1523, Judicial, dated 22nd September 1905.)	
	One Sergeant-Major .. .. .	10	Allowance granted because the appointment involves the giving of instructions for parade purposes. [G.O. No. 449, Home (Judicial), dated 22nd April 1918.]	
Finger-print bureau.				
82. Madras City ..	Manager .. .. . A duty allowance of Rs. 5 each per mensem was granted to 13 clerks of this office as the work is a specialised form of an exacting kind and calculated to have a deleterious effect upon the eyesight. (G.O. No. 207, Judicial, dated 5th February 1906.) It has since been abolished and the allowance has been merged in increased pay sanctioned in September 1919 (G.O. No. 542, Public, dated 12th September 1919).	25	With reference to representations made by the Inspector-General of Police on behalf of this officer for increase in emoluments, Government sanctioned in 1918 this duty allowance. (G.O. No. 802, Public, dated 6th September 1918).	The pay might be fixed at a consolidated amount so as to include the duty allowance.



## POLICE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty Allowances—cont.</i>				
Hackney Carriage establishment.				
83. Districts ..	Three Inspectors .. .. .	rs. 15	Hackney carriage allowance. Do. Do.	(The authority for the grant of these allowances is cited on page 337 of Madras Supplement to Civil Service Regulations.)
	Do. .. .. .	10		
	Twenty-five Inspectors .. .. .	5		
Madras City ..	One Reserve Inspector .. .. .	25	Hackney carriage allowance—G.O. No. 1523, Judicial, dated 22nd September 1905. (Page 336 of Madras Supplement to Civil Service Regulations.)	
Districts ..	Forty-one Head Constables in the following districts:— Ganjam 1, Visagapatam 2, Godavari 2, Kistna 3, Gun- tar 1, Nellore 1, Kurnool 1, Cuddapah 1, North Arcot 2, Chingleput 5, South Arcot 2, Tanjore 4, Trichi- nopoly 2, Madura 2, Tinne- velly 2, Salem 1, Coimbatore 7, South Malabar 1 and South Kanara 1.	Ranging from Rs. 3 to Rs. 7.	Hackney carriage allowance. (The authority for the grant of these allowances is cited on page 337 of Madras Supplement to Civil Service Regulations.) [G.O. No. 1602, Home (Judicial), dated 9th July 1918 and G.O. No. 2583, Home (Judicial), dated 21st November 1918.]	
Special Armed Reserve.				
84. All districts ..	Sixty-seven Sergeants in the Armed reserves and special armed forces.	25 each.	These are granted special duty allow- ances in view of the responsible nature of their work which requires the pick of British soldiers. The allowance is admissible only to those who have served in the British Army. [G.Os. No. 1301, Home (Judicial), dated 6th June 1919 and No. 33, Home (Judicial), dated 6th January 1920.]	
85. Ramnad ..	Jamadar in Kamudi Special Police (up to 1st October 1920).	10	This is a duty allowance of the first- grade Head Constable included in the Punitive Police force at Kamudi. [G.O. No. 81, Home (Judicial), dated 14th January 1919.]	
86. Do. ..	One Sergeant (up to 1st October 1920).	25	This allowance is subject to the condi- tion that the Sergeant has served in the British Army. [G.O. No. 2536, Home (Judicial), dated 1st November 1919.]	
87. Malabar ..	Malapuram Special Force Jamadar, Head Constable.	10	Duty allowance.	
Armed Reserve.				
88. All districts including Chingleput.	Thirty-three Head Constables (in- cludes one at Chingleput).	10 each.	Special allowance for charge of armed reserve; intended to enhance the Head Constable's status and be an appropriate remuneration for the performance of certain administrative duties. (Letter No. 739, dated 7th May 1912 and G.O. No. 944, Judicial, dated 11th June 1912.)	
89. Trichinopoly ..	One Sub-Inspector .. .. .	10	Pudukkottai allowance drawn for addi- tional duties performed for the State. (G.O. No. 1102, Judicial, dated 21st July 1910.)	
Training Schools.				
90. Training Schools.	Four Sergeants .. .. .	25 each.	As the pick of British soldiers are required for this work, a temporary duty allowance has been sanctioned. It is admissible only to those who have served in the British army. [G.O. No. 1301, Home (Judicial), dated 6th June 1919 and G.O. No. 33, Home (Judicial), dated 6th January 1920.]	
Cordite factory.				
91. Nilgiris ..	One Sergeant .. .. .	20	Allowance granted for responsible and exacting work. [G.O. No. 116, Home (Judicial), dated 17th January 1918.]	
<i>Police force on special duty at Pondicherry—from the Districts of South Arcot, Tanjore, Salem and Coimbatore.</i>				
92.	Sub-Inspectors .. .. .	30	} On account of the responsible nature of the work. (G.Os. Nos. 514, Financial, dated 16th October 1911 and 1821, Judicial, dated 24th November 1911).	
	Head Constables .. .. .	7		
	Constables .. .. .	4		

## POLICE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
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*Duty Allowances—cont.**Agricultural Staff.*

93. South Arcot ..	Farm Manager .. .. .	Rs. One-fifth of pay.	This is a duty allowance granted for deputation to Asisnagar Settlement. (Judicial Memorandum No. 149 A-1, dated 21st February 1919.)	
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*Local Allowances.*

A consolidated statement of local allowances to be given to Inspectors, Sub-Inspectors, Head Constables and Constables was prepared in December 1908 in connexion with the scheme of reorganisation of Police establishments for which the sanction of the Secretary of State was received in 1909. The number of officers and the amounts of local allowances drawn by them have undergone slight variations from time to time, but the reasons for the grant of these allowances are concisely stated in the letter of the Madras Government, then sent, which is extracted below :—

Nearly all these allowances are granted in hill or other special tracts, in which the cost of living is so high or the climate so unhealthy, that higher pay is necessary to secure suitable men for service. These remarks cover the allowances proposed for Ganjam, Vizagapatam, Jeypore, Godavari, Coimbatore, the Nilgiris, Malabar, Madura (except the Kamudi force), Salem, North Arcot and South Kanara districts. The local allowance for the Bellary district is in accordance with the recommendations of the Police Commission (Appendix XIII of their report) and has been found necessary to stimulate enlistment. The additional Police at Kamudi and the special force at Sivakasi (Tinnevely district) are recruited from outside the districts in which they serve and an allowance is therefore necessary to attract recruits. The Malappuram special force is a picked body of men, which is perhaps more likely to be exposed to dangerous service than any other reserve and which it is desirable to maintain at a specially high standard of efficiency. Service in that station is also unpopular. The men of the travelling staff of the Railway Police have always had a local allowance to compensate for particularly trying service, entailing absence from their homes for stretches of many hours. A duty allowance (Rs. 1) for the Railway Police men required to reside in Madras is necessary owing to the dearness of living there. Local allowances for the Inspectors at Ootacamund and Gudalur in the Nilgiri district have long been in existence and the Governor in Council is of the opinion that the high cost of living on the Nilgiri Hills justifies the grant of these allowances.

In the scheme of revision of pay of constabulary sanctioned in 1916, local allowances of Rs. 1 each per mensem were sanctioned to the constables serving in the towns of Madura, Negapatam and Tuticorin as the cost of living in these places was held to be exceptionally high (G.O. No. 1620, Judicial, dated 28rd June 1916). The amounts and rates of allowances as they stand at present are given below :—

94. Ganjam ..	Four Inspectors .. .. .	15 each.	(G.O. No. 712, Judicial, dated 1st June 1909 and G.O. No. 841, Judicial, dated 24th April 1917.)	
	Sixteen Sub-Inspectors .. ..	15 "		
	Six Sub-Inspectors .. .. .	7½ "		
	Thirty Head Constables .. ..	2 "		
	Fourteen Head Constables .. ..	1 "		
	Two hundred and sixty-eight Constables.	1 "		
	Fifty-six Constables .. .. .	½ "		
	Two Clerks, Subdivisional Police Office, Balliguda.	3 each.		G.O. No. 1102, Judicial, dated 21st July 1910.
	One Mucht, Subdivisional Police Office, Balliguda.	1 "		
	Three Mahouts (Head Constables).	2 each.		These are in charge of the elephants supplied to the Police officers in Agency tracts as means of locomotion; and so the allowance is granted (G.O. No. 1808, Judicial, dated 6th November 1912).
Three Kabadies (Constables) ..	1 "			
95. (a) Visagapatam (including Jeypore).	Fourteen Inspectors .. .. .	30 each.	(G.O. No. 712, Judicial, dated 1st June 1909.) (G.O. No. 2701, Judicial, dated 2nd November 1915.) (G.O. No. 2686, Judicial, dated 3rd November 1916.) (G.O. No. 8, Judicial, dated 2nd January 1914.) (G.O. No. 2011, Judicial, dated 4th October 1913.)	
	One Sergeant, Koraput reserve ..	20 "		
	Fifty-two Sub-Inspectors .. ..	15 each.		
	Six Sub-Inspectors .. .. .	7½ "		
	Two Head Constables .. .. .	8 "		
	Ten .. .. .	4 "		
	One hundred and two Head Constables.	2 "		
	Thirteen Head Constables .. ..	1 "		
	Twelve Constables .. .. .	4 "		
	Seventy-three Constables .. ..	2 "		
	Seven hundred and twenty-five Constables.	1 "		
	Eighty-five Constables .. .. .	½ "		
	Six Mahouts (Head Constables) ..	2 each.		These are establishments in charge of elephants supplied to Police officers and hence the allowances (G.O. No. 142, Judicial, dated 26th January 1911 and G.O. No. 1808, Judicial, dated 6th November 1912).
Six Kabadies (Constables) .. ..	1 "			

## POLICE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.	
<i>Local Allowances—cont.</i>					
(?) Vizagapatam	Office of the District Superintendent of Police, Jeypore—	RS.			
	One Manager .. .. .	40	} (G.O. No. 1102, Judicial, dated 21st July 1910).		
	One Accountant .. .. .	30			
	Thirteen Clerks .. .. .	5 each.			
	One Muchi .. .. .	2			
96. Godavari	Four Inspectors .. .. .	15 each.	} Local allowances sanctioned to these men who are in charge of elephants in the Godavari Agency. (G.O. No. 1808, Judicial, dated 6th November 1912).		
	Fifteen Sub-Inspectors .. .. .	15 "			
	Twenty-five Head Constables .. .. .	5 "			
	Ten Head Constables .. .. .	2 "			
	Two hundred and four Constables .. .. .	3 "			
	Sixty-six Constables .. .. .	1 "			
	Two Mahouts (Head constables) .. .. .	2 each.			
	Two Kabadies (Constables) .. .. .	1 "			
	Subdivisional Police Office, Bhadrachalam—			} (G.O. No. 1102, Judicial, dated 21st July 1910).	
	Two Clerks .. .. .	5 each.			
97. Bellary	One Muchi .. .. .	2	} This extra allowance of Rs. 1 was recommended by the Police Commission in Appendix XIII of their report for the Bellary district as being necessary to stimulate enlistment.		
	All Constables .. .. .	1 each.			
Chittoor	One Sub-Inspector .. .. .	15	} Local allowances for residence at Kodaikanal and Tandigudi.		
	Two Head Constables .. .. .	4 each.			
	Eight Constables .. .. .	3 "			
98. Madura	Two Sub-Inspectors .. .. .	15 each.	} Hill allowances.		
	Four Head Constables .. .. .	7 each.			
	Twenty-three Constables .. .. .	5 "			
	Ten Constables police guard, Veigai.	1 each.		} Local allowances sanctioned in connexion with scheme of revision of pay of constabulary as cost of living is high. (G.O. No. 1620, Judicial, dated 23rd June 1916).	
	Twelve Constables police guard, Veigai mille, and all other Constables in Madura Town.	1 "			
Tanjore	All Constables in Negapatam .. .. .	1 each.	Do. do.		
99. Salem	One Sub-Inspector .. .. .	20	} Local allowances sanctioned for Yercaud.		
	Three Head Constables .. .. .	3 each.			
	Sixteen Constables .. .. .	3 "			
100. Tinnevely	All Constables in Tuticorin .. .. .	1 "	} Local allowances sanctioned in connexion with the scheme of reorganization sanctioned in 1916 as Tuticorin is a costly place (G.O. No. 1620, Judicial, dated 28rd June 1916).		
101. Ramnad	(a) Sivakasi Special Force—		} Local allowances sanctioned to remove discontent and to improve recruitment. The force is manned mostly by men from Malabar who are found by experience to be most suitable [G.O. No. 881, Home (Judicial), dated 12th April 1918].		
	One Head Constable (Jamadar).	8			
	Five Head Constables and eighty-nine Constables.	1½ each.			
	Twenty-five Constables .. .. .	2 "			
	Two hundred and twenty-four Constables.	1 "			
	(b) Punitive Police at Kamudi, Ramnad district—		} Local allowances [G.Os. Nos. 2805, Home (Judicial), dated 11th October 1918 and 1259, Home (Judicial), dated 4th June 1919].		
	One Inspector .. .. .	15			
	One Sergeant .. .. .	10			
	Fifty-five Head Constables, Constables and Bugler.	3 each.			
	(c) Mandapam Quarantine Camp—				
	One Sub-Inspector .. .. .	10	....		
	One Head Constable .. .. .	3	....		
	Ten Constables .. .. .	2 each.	....		



## POLICE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
106. Karnool ..	Head constables and constables employed at the Siddapur project.	Rs. 3/10 of pay.	This is a local allowance granted for duty at the Siddapur irrigation project (G.O. No. 1200, Judicial, dated 8th August 1900).	
	Three peons under the Chenchu officer, Nallamalais.	3 each.	This local allowance is granted on account of the special conditions of the Nallamalais.	
107. Nellore ..	Four constables, Mopad project.	2 "	Local allowance granted on account of the special conditions of Mopad.	
108. South Kanara.	One Sub-Inspector .. .. .	20	} Local allowances in special places.	
	Two Sub-Inspectors .. .. .	15 each.		
	One head constable .. .. .	5		
	Six head constables .. .. .	3 each.		
	Nine constables .. .. .	2 "		
	Twenty constables .. .. .	1 1/2 "		
109. Madras and Southern Mahratta Railway.	Twenty-three head constables ..	3 "	} Hill allowance.	
	One hundred and eighty-five constables.	2 "		
	One hundred and thirty-three constables.	1 "	Madras City and Bellary allowance.	
110. South Indian Railway.	Twenty-five head constables ..	3 "	} Travelling staff allowance.	
	One hundred and eighty-six constables.	2 "		
	One hundred and five constables..	1 "	Madras City, Madura, Tuticorin, Negapatam and Nagore allowance.	
	Five head constables .. .. .	7 "	} Hill allowance on the Nilgiris.	
	Eighteen constables .. .. .	5 "		
	One Sergeant .. .. .	20	Dhanushkodi allowance.	
111. All districts..	Lamp and flag signalling was introduced in the Armed Reserves in the Presidency in 1917 and a signalling party of two head constables and ten constables was formed in each of the reserves. The signallers were sanctioned local allowances of one rupee each in 1917. The details of the allowances are— <i>Ganjam.</i> —Two parties at Chatrapur and Russelkonda. <i>Visagapatam.</i> —Three parties, Vizagapatam reserve, Parvatipur reserve and Jeypore. <i>Godavari.</i> —Two parties at Godavari and Chodavaram. <i>Tinnevely.</i> —Two parties at Palamcottah and Tuticorin. <i>South Malabar.</i> —Three parties. One party each in— Bellary, Trichinopoly, Madura, Salem, North Malabar, Karnool, Nellore, South Arcot, Chingleput, Rannad, Guntur, Cuddapah, Anantapur, Tanjore, Coimbatore, Kistna, North Arcot, Chittoor and South Kanara. Signalling party of one head constable and five constables in special force, Kamudi, Rannad.	1 each.	<i>Signalling allowances.</i> This allowance of one rupee is drawn by each head constable and constable; it is given so as to induce the men to keep themselves efficient [G.O. No. 2715, Home (Judicial), dated 22nd December 1917].	
		Do.	G.O. No. 2652, Home (Judicial), dated 17th November 1919.	

## EDUCATIONAL DEPARTMENT.

*Duty allowances.*

112. South Kanara.	Drawing Master (Temporary), Government College, Mangalore and Gymnastic Instructor (Temporary), Government College, Mangalore.	5	These are duty allowances granted to these teachers for imparting instruction in drawing and drill respectively to the students of the Government Secondary Training class at that place. There is no need for employment of separate wholtime teachers [G.O. No. 204, Home (Education), dated 19th February 1917].	The duty allowance might be merged in pay.
113. Chingleput ..	Gymnastic Instructor, Teachers' College, Saidapet.	10	This is a personal allowance sanctioned in 1908 and it has been recently declared to be a duty allowance [G.O. No. 90, Educational, dated 30th February 1908 and No. 1633, Home (Education), dated 19th February 1918].	Do.

## EDUCATIONAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.	
<i>Duty allowances—cont.</i>					
114. Vizagapatam.	Teacher, Engineering School (One year from 17th April 1919).	Rs. 25	This is a duty allowance sanctioned to the Headmaster, Government Training School, Vizagapatam, for teaching mathematics to the students in the Engineering school, Vizagapatam [G.O. No. 1214, Home (Education), dated 11th September 1918].		
115. (a) Tinnevely.	Headmaster and Assistant, Government Training school.	25	This is an additional teaching allowance paid since 1917, for additional work caused by the attachment of a secondary section to the school [G.Os. No. 1106, Home (Education), dated 29th August 1917, No. 1433, Home (Education), dated 15th November 1917, and No. 425, Home (Education), dated 4th April 1919].	The duty allowances of the drawing and drill instructors might be merged in pay.	
	Drawing and Drill Instructor ..	10			
(b) Anantapur, Madura and Nellore.	Headmaster and Assistant in training schools in the Ceded Districts College, Anantapur, and at Dindigul and Nellore.	25	This is an additional teaching allowance paid since 1917, for additional work caused by the attachment of a secondary training section to the school [G.Os. No. 1106, Home (Education), dated 29th August 1917, No. 1433, Home (Education), dated 15th November 1917 and No. 425, Home (Education), dated 4th April 1919].		
	Drawing and Drill Instructors ..	10			
(c) Godavari..	Government Secondary School, Bhadrachalam—		These are teaching allowances for additional work in the Training class attached to the school. They are also getting local allowances as detailed under item 122 infra [G.Os. No. 960, Home (Education), dated 20th July 1917 and No. 1261, Home (Education), dated 23rd September 1918].		
	Headmaster .. .. .	10			
	Drawing master .. .. .	3			
	Gymnastic instructor .. .. .	3			
116. Madras ..	Telugu Pandit .. .. .	3			
	Allowance to Sabba Lakshmi Ammal, Government Training school, Triplicane.	25	This is remuneration paid for duties of superintendentship of the Brahman Widows' hostel, Triplicane. It was fixed at Rs. 50 in 1915 (G.O. No. 357, dated 29th March 1915). It was subsequently split up into 2 portions of which Rs. 25 go to this subordinate.		
117. Do. (a) ..	Assistant. Physical Director, Madras.	40	This is an office allowance which the Accountant-General says is to meet the rent of a residential office [G.Os. No. 371, Home (Education), dated 19th March 1918 and No. 1606, Home (Education), dated 30th December 1919].		
	(b) .. Office of the Director of Public Instruction— Duty allowance to a clerk doing shorthand work.	10	Shorthand allowance sanctioned in G.O. No. 1132, Home (Education), dated 16th September 1919.		
	(c) .. Deputy Warden of the Hostel, Presidency College.	30	These two items have been included in the list of the office of the Director of Public Instruction. They were sanctioned in G.Os. No. 1174, Home (Education), dated 26th September 1919 and in No. 810, Home (Education), dated 28th July 1915. It is understood from the Accountant-General's office that the first allowance has not yet been drawn and the second is drawn by a retired officer.		
	Deputy Warden of the Hostel, College of Engineering.	30			
	(d) .. Government Secondary and Training school for Mistresses, Triplicane—	One clerk .. .. .	15	These are duty allowances given when the posts are held by women [G.O. No. 1626, Home (Education), dated 18th December 1918].	
		One clerk .. .. .	10		
	(e) .. Queen Mary's College for Women—	One clerk .. .. .	10	Duty allowance sanctioned for doing duties connected with the hostel [G.O. No. 1466, Home (Education), dated 18th November 1915]. These allowances represent remuneration for part-time work rendered at the college in connexion with the teaching of Hindustani, Malayalam, Sanskrit, Telugu, etc. [G.O. No. 1466, Home (Education), dated 18th November 1915].	
		Three teachers .. .. .	30 each.		
		One teacher .. .. .	25		
		One teacher .. .. .	20		

## EDUCATIONAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances—cont.</i>				
118. Madras ..	Clerk of the Law College .. ..	Rs. 15	This is duty allowance granted for clerical duties pertaining to the office of the Students' Advisory Committee, Madras, performed by this clerk (G.O. No. 271, Educational, dated 9th March 1914).	If this clerk will always do this work, the allowance might be merged in pay.
119. Eleven districts.	Senior clerk in the office of the Assistant Inspector of Schools—Ganjam, Guntur, Nellore, Anantapur, Cuddapah, Kurnool, North Arcot, Salem, South Arcot, Chittoor and Ramnad.	5 each.	The fact that in these offices, both the clerks are on Rs. 20; while in other similar offices the pay for them is Rs. 20 and 30, was considered to be a source of inefficiency. Hence the duty allowance was sanctioned [G.O. No. 1399, Home (Education), dated 8th November 1917].	In all these cases, it appears that the pay might be raised so as to include the allowance of Rs. 5.
<i>* Local allowances.</i>				
120. Ganjam (Agency).	(a) Sub-Assistant Inspector, Balliguda range. Clerk, Balliguda range .. .. Attender, Balliguda range .. ..  Peon, Balliguda range .. .. (b) Four Supervisors, Elementary schools.  Four peons of Supervisors of Elementary schools.  (c) One teacher, Sessional school, Udayagiri.	20 5 2 (when in camp) 1 10 each. 1 each. 10	Local allowances sanctioned on account of unhealthiness of locality. These have their headquarters in the Agency itself [G.O. No. 1654, Home (Education), dated 22nd December 1917]. Local allowances sanctioned owing to the unhealthiness of the Agency tracts [G.Os. No. 513, Educational, dated 11th May 1916, and No. 1283, Home (Education), dated 26th September 1918]. Local allowances sanctioned owing to the unhealthiness of the Agency tracts [G.O. No. 1654, Home (Education), dated 22nd December 1917]. Local allowance (G.O. No. 616, Educational, dated 23rd June 1916).	
121. Vizagapatam (Agency).	Sub-Assistant Inspector, Jeypore range. Clerk of Jeypore range .. .. Attender .. .. Peon .. .. Three Supervisors, Elementary schools.  Three peons, Elementary schools.	20 5 2 1 10 each. 1 each.	Agency allowance sanctioned on account of the unhealthiness of the locality [G.O. No. 1654, Home (Education), dated 22nd December 1917]. Agency allowance [G.O. No. 513, Home (Education), dated 22nd December 1917]. Agency allowance [G.O. No. 1654, Home (Education), dated 22nd December 1917].	
122. Godavari (Agency).	Sub-Assistant Inspector (Bhadra-chalam). Clerk (Bhadra-chalam) .. .. Attender (Bhadra-chalam) .. .. Peon (Bhadra-chalam) .. .. Three Supervisors, Elementary schools.  One teacher .. ..  Three peons, Elementary schools.  Girls' School, Bhadrachalam— One teacher .. .. Do. .. .. Do. .. .. Girls' School, Polavaram— One teacher .. .. Do. .. .. Two teachers .. ..  Secondary School, Bhadrachalam— One teacher .. .. Do. .. .. Do. .. .. Two teachers .. ..  One teacher .. .. Seven teachers .. ..  One peon .. .. Teacher, Elementary training class.	20 5 2 1 10 each. 6 1 each. 5 3 2 5 3 2 each. 15 10 8 7 each. 6 5 each. 1 8	Local allowances sanctioned owing to the unhealthiness of the Agency tracts [G.O. No. 1654, Home (Education), dated 22nd December 1917]. Local allowances sanctioned owing to the unhealthiness of the Agency tracts [G.O. No. 513, Home (Education), dated 22nd December 1917]. Local allowance [G.O. No. 1261, Home (Education), dated 23rd September 1918]. Local allowances sanctioned owing to the unhealthiness of the Agency tracts [G.O. No. 1654, Home (Education), dated 22nd December 1917]. Agency allowances G.Os. No. 435, Home (Education), dated 26th July 1910, and No. 17, Home (Education), dated 7th January 1918]. Agency allowances [G.Os. No. 1654, Home (Education), dated 22nd December 1917, No. 1637, Home (Education), dated 20th December 1917 and No. 1261, Home (Education), dated 23rd September 1918].	

\* The allowances drawn by the Upper Subordinate Instructors of the Public Works Department in the College of Engineering are omitted, as they are included under the Public Works Department. The office of the Director of Public Instruction refers to an allowance of Rs. 17½ drawn by a temporary Sub-Assistant Surgeon in the Reformatory School. This is omitted as the allowance is not admissible to permanent men and is not drawn now.

## EDUCATIONAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
123. The Nilgiris ..	One clerk under the Sub-Assistant Inspector. Attender .. .. . Peon .. .. .	Rs. 10 3 2	} Allowances sanctioned owing to the cost of living on the hills [G.O. No. 873, Home (Education), dated 23rd October 1906, and No. 394, Home (Education), dated 3rd July 1909]. The office of the Director of Public Instruction refers to a local allowance of Rs. 25 of the Sub-Assistant Inspector; but it is understood from the office of the Accountant-General that this is not drawn.	
-Coimbatore ..	Government Girls' School, Kollagal— Head Mistress .. .. . First Assistant .. .. . Second .. .. . Third .. .. .	4 4 4 4		
124. South Kanara.	Teacher, Amindivi school .. ..	3 (temporary).	This allowance was sanctioned in the following circumstances:—This school was opened in June 1915 by a qualified teacher who is a native of the Laccadives; but for three years it was not inspected by an officer, the result being that the schoolmaster became unable to earn results grants; to compensate for this, a local allowance of Rs. 3 per mensem was sanctioned in years in which there was no inspection. A similar allowance is being paid in the Kalayani island, Laccadives (G.O. No. 992, Revenue, dated 9th March 1918).	
125. Ganjam and Ceded districts.	Teachers attached to the model section of the higher elementary training school at Bellary, and the lower elementary training schools at Russellkonda, Parvatipuram, Berhampur, Rayachoti and Kurnool. Teachers in the model sections of the training schools at Chicacole and Anantapur. The Accountant-General's statement shows that such allowances are being given in the following places only; other stations are omitted by him:— (i) Anantapur— Four teachers, Model school.. One teacher .. .. . One teacher .. .. . One teacher .. .. . (ii) Kurnool— Teachers, model school, Government Training school. (iii) Bellary— One headmaster, model school. One Assistant .. .. . Do. .. .. . Do. .. .. . Do. .. .. . Do. .. .. . Second assistant, Government Training school, Bellary.	Up to 20 per cent of pay. .. 3 each. 5 2 Rs. 2-6-5 Not exceeding 20 per cent of pay. 10 8 3 6 5 4 4	Local allowances sanctioned in view of the difficulty experienced in securing qualified teachers in these areas. The Director of Public Instruction has been empowered to sanction local allowances up to this limit of 20 per cent of pay (G.O. No. 1066, Educational, dated 3rd December 1912, and G.O. No. 1262, Educational, dated 22nd November 1915).  Local allowance [G.O. No. 344, Educational, dated 29th March 1916].	
126. Kurnool (Nalimalais).	Supervisor, elementary school Chenchus.	10	Local allowance sanctioned on account of unhealthiness of the locality [G.O. No. 1316, Home (Education), dated 7th October 1916].	



## EDUCATIONAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowances.	Remarks.
<i>Local allowances—cont.</i>				
127. (a) Salem ..	Second assistant, Hindu Girls' school, Atur.	Rs. 1	This local allowance was sanctioned owing to the difficulty experienced in getting qualified teachers. The office of the Director of Public Instruction refers to two allowances of Rs. 2 each. It is understood from the Accountant-General's office that one allowance has merged in the increase of pay sanctioned in October 1919 and that the other allowance is Re. 1 only [G.O. No. 159, Home (Education), dated 10th February 1917 and G.O. No. 1212, Home (Education), dated 5th October 1919].	
(b) Trichinopoly ..	Government Girls' school, Jeyankondasholapuram—			
	Headmasters .. .. .	2	These are local allowances admissible to qualified mistresses only and they are granted to improve recruitment. It is understood from the Accountant-General's office that only the Headmistress draws the allowance now [G.O. No. 1522, Home (Education), dated 1st December 1919].	
	First Assistant .. .. .	2		
	Second .. .. .	2		
	Third .. .. .	2		

NOTE.—The office of the Director of Public Instruction refers to various local allowances drawn by teachers in Government girls' schools, viz., Ranganakpet and Gudur in Nellore district 2 (2) in each, Vellore and Tiruppattur in North Arcot 2 (2) in each, Madanapalle in Chittoor 1 (4), 2 (2), Chidambaram in South Arcot 4 (3), Valavanur in South Arcot 2 (2), 1 (1), Kumbakonam in Tanjore district 3 (3). These were sanctioned on various occasions as an inducement to secure qualified teachers but most of them have ceased with the increase of pay sanctioned in G.O. No. 1212, Home (Education), dated 5th October 1919. It is understood from the Accountant-General's office that only one teacher in Madanapalle gets a local allowance of Re. 1 per mensem.

## MEDICAL SUBORDINATES—JAIL DEPARTMENT.

*Duty allowances.*

128. All jails ..	Sub-Assistant Surgeons in Central Jails, District Jails, the Penitentiary, Madras, and Civil Jail, Madras.	20 or 15 according to service.	Duty allowances granted for the arduous nature of the work and for the obvious disadvantages of jail appointment, viz., loss of private practice from which they are debarred by rules, distance from town and loss of charge allowances (G.Os. No. 643, Judicial, dated 1st April 1892, No. 1538, Judicial, dated 28th March 1892, and No. 86, Judicial, dated 14th January 1893). The Sub-Assistant Surgeons in the Penitentiary draw in addition the Presidency allowance of Rs. 10 (G.Os. No. 613, Judicial, dated 11th May 1909, and No. 1894, Judicial, dated 14th October 1909).	
	Compounder in Madras Penitentiary.	2	Do.	do.
	Compounders in jails at Rajahmundry, Vellore, Trichinopoly, Coimbatore and Cannanore.	2	Do.	do.

These compounders get the same pay as men in the Medical department plus the duty allowance. If these compounders are not interchangeable with Medical Compounders, the Jail pay might be a consolidated amount.

## MEDICAL SUBORDINATES—POLICE DEPARTMENT.

129. Chingleput ..	Sub-Assistant Surgeon attached to the Cantonment hospital at St. Thomas' Mount.	10	Duty allowance granted for additional work on account of the Police sick and prisoners in the Subsidiary Jail at the station (G.O. No. 1015, Judicial, dated 28th April 1894, and No. 774, Public, dated 18th September 1908.)	
	Compounder attached to the Cantonment Hospital at St. Thomas' Mount.	5	Do.	do.
130 (a) Coimbatore and Vizagapatam.	Sub-Assistant Surgeons attached to the Central Recruits' School, Coimbatore and Visianagram.	15	Duty allowance granted for delivering lectures in "First Aid to the Injured." This was an addition to the work of the medical men (G.O. No. 1355, Judicial, dated 7th September 1910).	
(b) Madras ..	Sub-Assistant Surgeon lecturing to the City Police, Madras.	15	Duty allowance granted for delivering lectures in "First Aid to the Injured." This was an addition to the work of the medical men (G.O. No. 1495, Judicial, dated 20th September 1912).	
(c) Anantapur.	Sub-Assistant Surgeon attached to the Police Hospital, Anantapur. [The duty allowance granted for similar work in the Vellore Police school is omitted as the post has been converted into an Assistant Surgeon's charge.]	15	Duty allowance granted for delivering lectures on "First Aid to the Injured" in the Central Recruits' School, Anantapur. (G.O. Mis. No. 186, Medical, dated 2nd May 1913).	

NOTE.—A duty allowance for shorthand work of Rs. 10 drawn by a clerk on the establishment of the Lord Bishop of Madras is omitted as this is a purely Imperial establishment.

## MEDICAL SUBORDINATES—POLICE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances—cont.</i>				
131. All districts.	Sub-Assistant Surgeons (a) holding independent charge of hospitals and dispensaries; (b) Sanctioned posts.	Rs. 10	Charge allowance. In sanctioning revised arrangements in 1878 for the supply of hospital assistants for the civil and military departments, the Government of India stated that special allowances in addition to pay would be granted to civil hospital	As all draw this duty allowance of Rs. 10, it would be as well to raise the pay all round and to abolish the charge allowance.
	<p>assistants for independent or other charges of more than ordinary importance or when local circumstances such as reputed unhealthiness or dearth of provisions justified such a course, and permitted Local Governments and Administrations to decide to what charges such allowances should be attached as well as the amounts of these allowances. In accordance with these orders, civil Sub-Assistant Surgeons in the Presidency were granted charge allowances of Rs. 10 a month for being in independent charge of dispensaries, a local allowance being given in addition as compensation for the unhealthiness, etc., of special localities. Sub-Assistant Surgeons attached to district headquarter medical institutions and other important hospitals were not eligible for this charge allowance of Rs. 10 as they did not hold an "independent" charge. The Surgeon-General, Madras, represented in 1918 that the distinction between Sub-Assistant Surgeons holding independent charge and those who did not, produced administrative inconvenience inasmuch as it hindered the free transfer of officers to posts where they were most needed. This was particularly the case in regard to the appointments at the district headquarter hospitals. The work in these hospitals was very heavy and it was important that efficient Sub-Assistant Surgeons should be attached to them. These appointments were, however, unpopular with Sub-Assistant Surgeons because firstly, they did not carry the charge allowance of Rs. 10 a month; secondly, the chances of private practice were much diminished owing to competition with more than one officer of superior qualifications; and thirdly, living was more expensive in headquarter towns than in rural areas. The posting of medical subordinates to these appointments had thus become a matter of considerable difficulty.</p> <p>The Surgeon-General therefore strongly recommended the abolition of the distinction between independent charges and other appointments and the grant to all Sub-Assistant Surgeons holding sanctioned appointments of a uniform charge allowance of Rs. 10 a month. The proposal was supported by the Local Government and approved by the Government of India in 1918 (G.O. Nos 250-1, Public, dated 4th June 1918 and G.O. No. 371, Public, dated 12th August 1918).</p> <p>[Various other charge allowances of Rs. 10 mentioned in the Madras Supplement to Civil Service Regulations and by the Accountant-General are omitted as they all merge in the above common rate.]</p>			
132. All districts.	Sub-Assistant Surgeons in District Headquarter Hospitals and in additional charge of local Police Hospitals.	10	The Accountant-General refers to some of these allowances, granted in Malabar, Kurnool, South Arcot, and Guntur as they are treated as duty allowances they have been included under this category.	
<b>MEDICAL DEPARTMENT.</b>				
133 .. ..	Sub-Assistant Surgeons employed on cholera or festival or epidemic, famine and plague duties. (Provided these officers are not drawing the charge allowance for the independent charge.)	10 each	This is a charge (now classed as duty) allowance sanctioned in view of the particularly arduous nature of the work (G.O. Nos. 1008-09, Public, dated 30th November 1891) Sub-Assistant Surgeons doing duty as Port Health officers also get a plague duty allowance of Rs. 10 per mensem (G.O. No. 553, Medical, dated 2nd December 1919).	
134. All districts.	Sub-Assistant Surgeons in Lunatic Asylums.	15, 20 or 25 according to service.	Duty allowance granted as the work is unpleasant and sometimes dangerous and as it requires special knowledge and close attention to details. In Madras this is granted in addition to the Presidency allowance of Rs. 10 (G.O. No. 768, Public, dated 17th September 1908).	
135. (a) Nellore ..	Sub-Assistant Surgeon, Local Fund Hospital, Kavali.	10	This is a duty allowance granted for visiting the original settlement at Kavali (G.O. No. 292, Judicial, dated 5th February 1916).	
(b) Chingleput.	Sub-Assistant Surgeon attached to the Local Fund Dispensary at Pallavaram.	15	Duty allowance for visits paid to the original settlement at Pallavaram and inspecting the sanitation of the settlement [G.O. No. 2614, Home (Judicial), dated 13th December 1917].	

## MEDICAL DEPARTMENT.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances—cont.</i>				
(e) Guntur ..	Sub-Assistant Surgeon at Bapatla	15	Rs.	Duty allowance for visiting the criminal settlement at Stuartpuram and issuing ordinary medicines [G.O. No. 1790, Home (Judicial), dated 28th August 1917].
	Sub-Assistant Surgeon, Guntur ..	10		Duty allowance for visiting prisoners Home (Reformatory Settlement), Guntur [G.O. No. 1790, Home (Judicial), dated 28th August 1917].
136. Tanjore ..	One of the Sub-Assistant Surgeons attached to municipal medical institution, Kumbakonam.	10		Duty allowance granted for visiting and treating the patients of the Leper Asylum at Kumbakonam (G.O. No. 66, Medical, dated 14th February 1917).
137. Guntur ..	Sub-Assistant Surgeon at Bapatla.	10		Duty allowance for visiting the Leper Asylum and treating the patients therein (G.O. No. 331, Public, dated 10th March 1918).
138. (a) Malabar ..	Assistant Port Health Officer, Calicut.	30		Duty allowance for extra work involved in inspection of vessels for plague purposes at Beypore (G.O. No. 190, Local and Municipal (Plague), dated 12th April 1915).
(b) Tinnevely.	Sub-Assistant Surgeon, Kula-sekarapatnam.	20	per cent of pay.	This is a special allowance (duty allowance) for additional plague work [G.O. No. 380, Revenue (Special), dated 13th September 1919].
(c) Malabar ..	Sub-Assistant Surgeon, Cannanore.	5		Duty allowance for extra work involved in inspection of vessels for plague purposes [G.O. No. 190, Local and Municipal (Plague), dated 12th April 1915].
139. The Nilgiris ..	Pasteur Institute, Coonoor— (i) Sub-Assistant Surgeon ..	30 + 5		Duty allowances granted for special nature of work (G.Os. No. 558, Public, dated 24th July 1906, No. 651, Public, dated 5th September 1906 and No. 274, Public, dated 29th February 1912). The Rs. 5 represent warm clothing allowance.
	(ii) Do. ..	20 + 5		
140. Chingleput ..	Three Sub-Assistant Surgeons, King Institute of Preventive Medicine, Guindy.	30 each.		This is a duty allowance sanctioned for special nature of work which requires bacteriological knowledge. The men are employed in preparation of anti-influenza vaccine (G.O. No. 1347 L., dated 30th October 1919).
141. Madras ..	Sub-Assistant Surgeons in the Rayapuram Medical School.	25		Teaching allowance as Assistant Lecturers. This rate which was Rs. 20 formerly was raised to Rs. 25 in December 1919, (G.O. No. 610, Medical, dated 22nd December 1919).
	One Sub-Assistant Surgeon in Government General Hospital.	10		Teaching allowance for giving instruction to probationary ward attendants. The Presidency allowance of Rs. 10 is also drawn in addition.
	One Sub-Assistant Surgeon in Government Maternity Hospital.	20		Teaching allowance for instructing Indian pupils in midwifery. The Presidency allowance of Rs. 10 is also drawn in addition (G.O. No. 1133, Public, dated 13th June 1916).
	One Sub-Assistant Surgeon in Royapeta Hospital.	30		This is a teaching allowance granted for imparting clinical instruction to the students of the Medical School and it is a <i>duty allowance</i> (G.O. No. 28, Medical, dated 19th January 1917).
142. Vissapatam.	Sub-Assistant Surgeon, Medical School.	20		This is a teaching allowance granted for imparting instruction to medical pupils (G.O. No. 826, Medical, dated 19th June 1919).
143. Tanjore ..	Demonstrator in Anatomy, Medical School.	20		Do. do.
Madras ..	Sub-Assistant Surgeon, Rayapuram Hospital.	10		Temporary duty allowance sanctioned for giving instruction to the ward attendants in the Government Rayapuram Hospital, Madras (G.O. No. 268, Medical, dated 20th May 1919). The Presidency allowance of Rs. 10 is drawn in addition.

## MEDICAL DEPARTMENT.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances—cont.</i>				
144. Madras ..	One Sub-Assistant Surgeon in Government Ophthalmic Hospital.	25	Duty allowance for pathological work (G.O. No. 323, Public, dated 12th March 1912). The Presidency allowance of Rs. 10 has merged in this allowance.	
145. Do.	One Sub-Assistant Surgeon in Government Leper Hospital, Madras.	20	Duty allowance for special nature of work (G.O. No. 659, Public, dated 13th September 1909). He does not draw the Presidency allowance of Rs. 10.	
146. South Kanara.	Sub-Assistant Surgeons attached to the Amindivi Dispensary.	10	Duty allowance for doing vaccination work (G.O. No. 332, Financial, dated 25th May 1917).	
147. Madras ..	Attender, Medical College ..	8	Duty allowance for additional work in connexion with the care of the animal museum (G.O. No. 1043, Public, dated 30th May 1916).	The allowance might be amalgamated with pay.
148. Do. ..	One Typist in Surgeon-General's Office.	10	For being employed on confidential work (G.O. Mis. No. 356, Local and Municipal, dated 24th July 1918).	
149. Chingleput ..	King Institute of Preventive Medicines— One clerk .. .. . One peon .. .. .	5 1	Duty allowance for attending to the work of maintenance and distribution of anti-rinderpest serum, in addition to regular duties (G.O. No. 1297, Public, dated 3rd May 1913).	The duty allowances might be amalgamated with pay.
<i>Local allowances.</i>				
150. Ganjam ..	Sub-Assistant Surgeon at Ganjam Do. Garabunda. Do. Varanasi. Gulleri (Public Works Department Hospital). Rushkulya .. .. . Udayagiri-Goomsur .. .. . Do. attached to the Special Assistant Agent's staff.	10 1 15 15 15	Local allowances in Agency tracts, the minimum is 30 per cent (paragraph 223, Civil Medical Code, G.Os. No. 56, Financial, dated 21st January 1895, No. 158, Financial, dated 11th March 1896, and No. 97, Medical, dated 15th February 1919).	
	Sub-Assistant Surgeon, Civil Dispensary, Udayagiri. Compounder .. .. . Sub-Assistant Surgeon, Agency Hospital, Balliguda. Sub-Assistant Surgeon, Ramagiri-Udayagiri. Sub-Assistant Surgeon, Gazulabadi. Sub-Assistant Surgeon, Agency Police Hospital, Balliguda. Three Compounders. .. .. . Sub-Assistant Surgeon, Itinerating Dispensary, Serango. Do. Kallikota .. .. .	15 8 15 15 15 8 15 5	These are local allowances granted from time to time for unhealthiness of locality. In 1919 the Government ruled that local allowances drawn by Medical subordinates in Agency tracts should not be less than 30 per cent of pay, in addition to the usual charge allowance of Rs. 10 and that the local allowance drawn by compounders and midwives should not be less than Rs. 8 per mensem (G.O. No. 97, Medical, dated 15th February 1919). G.O. No. 1350 L., dated 2nd October 1908.	
151. Vizagapatam.	Sub-Assistant Surgeons at Gunupur. Police Hospital, Koraput .. .. . Police Hospital attached to the Special Assistant Agent's establishments. Bissamouttak .. .. . Jeypore .. .. . Nowrangpur .. .. . Rayagada .. .. . Kurupam .. .. . Padwa .. .. . Malkanagiri and Pottangi .. .. . Krishnadevi Peta .. .. .	10 15 10-15 15 15 15 10 6 15 15	* Local allowances in Agency tracts,—the minimum is 30 per cent (paragraph 223, Civil Medical Code, and G.Os. No. 56, Financial dated 21st January 1895, No. 158, Financial, dated 11th March 1895, and No. 97, Medical, dated 15th February 1919).	
152. Vizagapatam.	Warder, Lunatic Asylum, Waltair	2	Allowance for being in charge of itinerating dispensary to combat malaria—G.O. No. 1866 L., dated 21st August 1913.	
Madras ..	Two warders, Lunatic Asylum, Madras.	2 each.	For additional work relating to washing of clothes (G.O. No. 741, Public, dated 29th September 1905 and G.O. No. 379, Medical, dated 22nd May 1919).	

## MEDICAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.		
<i>Local allowances—cont.</i>						
143. Godavari ..	Sub-Assistant Surgeon at Bhadrachalam.	Rs. 10	Local allowances in Agency tracts, the minimum is 30 per cent (paragraph 223, Civil Medical Code and G.O. No. 97, Medical, dated 15th February 1919).  For unhealthiness of locality. These are local allowances granted from time to time for unhealthiness of locality. In 1919 the Government ruled that local allowances drawn by Medical subordinates in Agency tracts should not be less than 30 per cent of pay, in addition to the usual charge allowance of Rs. 10 and that the local allowance drawn by compounders and midwives should not be less than Rs. 8 per mensem (G.Os. No. 703 L., dated 6th May 1912 and No. 97, Medical, dated 15th February 1919).			
	Do. attached to the Special Assistant Agent's establishments.	15				
	Chodavaram .. .. .	10				
	Gokawaram .. .. .	5				
	Polavaram .. .. .	5				
	Sub-Assistant Surgeon, Civil Dispensary, Kunavaram.	15				
	Sub-Assistant Surgeon, Venkatapuram Dispensary.	15				
	Addatigala .. .. .	30				
	Two Sub-Assistant Surgeons, Dumagudim Division.	per cent. 15				
	Midwife, Civil Hospital, Bhadrachalam.	each 8				
	Sub-Assistant Surgeon, Yelleswaram.	5				
	Do. Gangareddigudem ..	10				
154. Kistna ..	Sub-Assistant Surgeon at Chintalapudi.	5			Local allowance sanctioned owing to the unhealthiness of the place—paragraph 223, Civil Medical Code—G.Os. No. 56, Financial, dated 21st January 1896 and No. 158, Financial, dated 11th March 1896.	
155. Kurnool and Ouddapah.	One Sub-Assistant Surgeon at Cumbum and one at the Headquarter Hospital, Kurnool.	10			* The allowance for the Sub-Assistant Surgeon, Dhone, is for being in charge of itinerating dispensary to combat malaria—G.O. No. 1356, dated 21st August 1913.	
	Sub-Assistant Surgeon at Dhone ..	15	Local allowance sanctioned on account of the unhealthiness of the places (paragraphs 211 and 223, Civil Medical Code)—G.Os. No. 1101, Public, dated 5th June 1888, No. 56, Financial, dated 21st January 1896, and No. 158, Financial, dated 11th March 1896.			
	All Sub-Assistant Surgeons in Municipal hospitals, Caddapah and Kurnool, or on general duty in these districts including the Sub-Assistant Surgeons in the Ouddapah Collector's establishment, and Jail and Police hospitals.	10				
156. Chittoor ..	Sub-Assistant Surgeons at Tirupati and Venkatagirikota.	5 each	Local allowance for unhealthiness of locality. These were reported to be absolutely necessary by the Collector of North Arcot (G.Os. No. 56, Financial, dated 21st January 1896, No. 158, Financial, dated 11th March 1896, and paragraph 223, Civil Medical Code.			
157. Coimbatore ..	(a) Sub-Assistant Surgeon at—Hanur.	10	Local allowances—G.Os. No. 1353, dated 28th October 1903, 673, Financial, dated 15th October 1903, and paragraph 223, Civil Medical Code.			
	Do. Talvadi .. .. .	15	G.O. No. 1388 L., dated 24th September 1917.			
	Do. at Anamalai hills ..	15	G.O. Mis. No. 476 L., dated 9th March 1914.			
	(b) Plague Inspector .. ..	15	The Local and Municipal Department state that this is a fixed travelling allowance granted to compensate him for travelling over a large area where there are ordinarily two Inspectors (G.O. No. 134, Plague, dated 2nd May 1919).			
	(c) Two Sub-Assistant Surgeons attached to the Forest College, Coimbatore.	10	These are granted local allowances of Rs. 10 per mensem each in addition to their usual charge allowance as they have no chances of private practice and have to spend the major portion of the year with students in camp (G.O. No. 3575, Revenue, dated 5th December 1913).			
158. Madura ..	Sub-Assistant Surgeon at Thandi-kudi.	15	The allowance is subject to the condition that the officer should be one trained in malaria work—G.O. No. 1315 L., dated 25th September 1916.			

## MEDICAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
159. Bamnad ..	Sub-Assistant Surgeon at Tondi ..	10	25. 10	Local allowance for additional work as Emigration Agent (paragraph 223, Civil Medical Code). (Sanctioned in G.O. No. 362, Marine, dated 15th September 1919).
Do. ... ..	Nurse, temporary plague establishment (up to 31st March 1920). Sub-Assistant Surgeon, Police Hospital, Sivakasi.	10	10	This is granted for cholera work and is treated as local allowance (G.O. No. 214, Medical, dated 17th May 1918).
Do.	Do.	10	10	This is a local allowance granted for holding charge of local fund dispensary and is recoverable from Local funds (G.O. No. 231, Financial, dated 15th March 1901).
	Do. at Dhanushkodi.	10	10	Plague allowance (G.O. No. 1852 L., dated 8th December 1917).
	Do. at Pamban ..	30	30	Local and island allowance stated by the Surgeon-General to have been sanctioned in G.O. No. 297 L., dated 21st October 1916.
160. Nilgiris ..	Sub-Assistant Surgeons at Colakombai and Police Hospitals, Ootacamund and Coonoor. Devarshola .. .. .	10 15 10	10 15 10	Local allowance (paragraph 223, Civil Medical Code, and G.O. No. 596, Public, dated 14th August 1909). G.O. No. 1210 L., dated 1st October 1919.
161. Malabar ..	Sub-Assistant Surgeon at Sultan's battery. Palghat Branch Dispensary ..	25 6	25 6	Local allowance (G.O. No. 56, Financial, dated 21st January 1896, No. 158, Financial, dated 11th March 1896, and paragraph 223, Civil Medical Code, and G.O. No. 1582 L., dated 27th November 1918).
	Tamaracherry .. .. .	10	10	Local allowance (G.O. No. 1113 L., dated 18th July 1913).
162. South Kanara.	Sub-Assistant Surgeon at Manjerwar.	10	10	
163. South Arcot ..	Sub-Assistant Surgeon at Azimnagar.  Sub-Assistant Surgeon, Head-quarter hospital.	10 10	10 10	Local allowance sanctioned as the place is out of the way, unpopular and highly costly (G.O. No. 1748 L., dated 19th November 1917). The Sub-Assistant Surgeon, Cuddalore O.T., draws an allowance of Rs. 10 for doing duties of Port Health Officer, Cuddalore—vide G.O. No. 427, Revenue (Special), dated 4th December 1918. The Accountant-General has treated this as a local allowance; it is not clear whether it is a duty allowance.
164. Chingleput ..	Sub-Assistant Surgeon, Pulicat ..	15	15	Local allowance sanctioned as the place is malarial (G.O. No. 413 L., dated 15th March 1917).
165. Anantapur ..	Two Sub-Assistant Surgeons, Headquarter Hospital.	10 each.	10 each.	The Sub-Assistant Surgeons attached to the headquarter and police hospitals draw usual charge allowance of Rs. 10 per mensem each, which is treated as a duty allowance and dealt with separately. If this item is one of this class it need not have been included under local allowances (G.O. No. 2786-2 L. & M., dated 30th February 1919).
165. (a) Nellore ..	Sub-Assistant Surgeons at Sullurupetta, Armeghon and Kalichedu.	10 each	10 each	The allowance to the Sub-Assistant Surgeon, Sullurupetta, is given as the officer has to visit the malaria-affected villages in Sriharikota. (G.O. No. 590 L., dated 3rd May 1918). The second is a biweekly dispensary which the Sub-Assistant Surgeon Dugarejapatnam, has to visit and he gets for this an allowance of Rs. 10, as there is additional work and as the place is unhealthy (G.O. No. 219 L., dated 11th February 1908). The third allowance was sanctioned in G.O. No. 47 L., dated 11th January 1919.

## MEDICAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks
<i>Local allowances—cont.</i>				
166. Madras	Sub-Assistant Surgeons in Presidency hospitals and those undergoing post-graduate course of instruction in legal medicine.	Rs. 10	This allowance was sanctioned in 1890 to compensate for the increased cost of living in Madras City and for the loss of the usual charge allowance of Rs. 10 which was not formerly admissible when employed in Madras (G.O. No. 654, Public, dated 20th September 1890, and paragraph 211, Medical Code).	
167. Districts	Sub-Assistant Surgeons appointed under the scheme of extension of medical relief to rural areas by duplicating the staff of medical officers in mufassal hospitals and dispensaries.	20	This is a compensatory local allowance granted in addition to the usual charge allowance of Rs. 10, in consideration of the loss of private practice during the half-month to be spent in camp. Fixed travelling allowance of Rs. 15 is given in addition to the Sub-Assistant Surgeon (G.O. No. 289, Medical, dated 14th June 1917).	
168. South Kanara, Kurnool, Coimbatore, etc.	Lady Apothecary, Headquarters Hospital.	25—50	Charge allowance admissible under paragraph 211 of Civil Medical Code. Under this the pay of Lady Apothecaries is regulated according to length of service and it ranges from a minimum of Rs. 50 to a maximum of Rs. 150 attainable in the 29th to 36th year of service (G.O. No. 858, Medical, dated 10th July 1919). They get also a charge allowance in addition to pay of Rs. 25 in the 3rd to 7th year of service and of Rs. 50 for the further period of their service. The Accountant-General has included this under <i>local</i> allowance. But like the similar allowance granted to Sub-Assistant Surgeons and Apothecaries, it seems to be a duty allowance.	The question of treating this allowance as 'duty' allowance does not appear to have been considered. It appears to the Committee that it should be amalgamated with pay.

## SANITATION DEPARTMENT.

<i>Local allowances.</i>				
169. Godavari	Six vaccinators .. .. .	10 each.	....	
170. (a) Ganjam, Visagapatnam and Godavari.	One vaccinator .. .. .	7	....	
	Hill tracts— Two Deputy Inspectors of Vaccination.			
	Gunapur— One Deputy Inspector of Vaccination.			
	Jeypore— One Deputy Inspector of Vaccination.			
	Koraput— Two Deputy Inspectors of Vaccination.	15 each.		In consideration of exceptional local circumstances (G.O. No. 963 L., dated 4th July 1917).
	Polavaram— One Deputy Inspector of Vaccination.			
	Bhadrachalam— One Deputy Inspector of Vaccination.			
(b) The Nilgiris.	One Deputy Inspector of Vaccination.			
(c) Four districts in (a) and (b).	Nine peons for the above .. .. .	1 each.	....	

## POLITICAL DEPARTMENT.

<i>Duty allowances.</i>				
171. Trivandrum	One clerk in the office of the Resident in Travancore and Cochin.	15	This is a duty allowance for shorthand which is admissible to any clerk doing the work (G.O. No. 318, Political, dated 8th July 1911).	

## AGRICULTURAL, VETERINARY AND CO-OPERATIVE DEPARTMENTS.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances.</i>				
172. Madras ..	One clerk under the Director of Agriculture.	Rs. 10	This is a shorthand allowance (G.O. No. 3140, Revenue, dated 3rd November 1914).	
173. Coimbatore ..	One clerk, office of the Deputy Director of Agriculture (V and VII Circles).	10	This allowance is given for shorthand work and has been declared to be a duty allowance (G.O. No. 735, Revenue (Special), dated 23rd April 1919).	
174. Do. ..	Teaching Assistants in the Agricultural section of the Agricultural College.	An allowance which will bring their minimum emoluments up to Rs. 65 per mensem.	Like other teaching allowances, this has been declared to be a duty allowance. It is granted partly because picked men are required for the posts, and partly to enable them to keep up their position in the college (G.O. No. 341, Revenue, dated 14th October 1918).	
175. Do. ..	One Assistant in Chemistry ..	15	This is a duty allowance which is given as the Assistant attends to the Meteorological work at the college (G.O. No. 816, Revenue, dated 30th April 1919).	
176. Do. ..	One officer of the Civil Veterinary department doing the duties of Veterinary Assistant at the Agricultural College.	50	Allowance granted as the officer is a picked man with a considerable amount of responsibility. This is a duty allowance (G.O. No. 2023, Revenue, dated 6th September 1915).	
177. Tinnevely ..	One Veterinary Assistant attached to the quarantine station in Tuticorin.	45-1-50	The allowance is granted in consideration of the special and onerous nature of the work (G.O. No. 2984, Revenue, dated 26th October 1908).	
178. Districts ..	Veterinary Assistants in independent charge of hospitals and dispensaries in the plains and hill stations.	10 each (now cancelled).	This allowance was given in view of the increased responsibilities devolving upon them when holding independent charges (G.Os. No. 2870, Revenue, dated 19th October 1909, and No. 2891, Revenue, dated 6th October 1914). It has been recently abolished (G.O. No. 2300, Revenue, dated 7th October 1919).	
179. Madras ..	Veterinary Assistant attached to the Veterinary College.	10 (now cancelled).	This allowance was granted for doing the duties of hospital surgeon at the college which are of an exacting and responsible nature (G.O. No. 678, Revenue, dated 2nd March 1910). It has now been cancelled (G.O. No. 2300, Revenue, dated 7th October 1919).	
180. Do. ..	Veterinary Assistant working in the office of the Superintendent, Civil Veterinary Department.	10 (now cancelled).	This allowance was granted as the work was held to involve special responsibility (G.O. No. 2569, Revenue, dated 28th August 1912). It has now been cancelled (G.O. No. 2300, Revenue, dated 7th October 1919).	
181 (a). Tanjore ..	Two Co-operative Inspectors under the Special Deputy Collector, Tanjore.	10 each.	These are granted duty allowances owing to the special character of their work among the Panchamas (G.Os. No. 1615, Revenue, dated 27th April 1918; No. 1700, dated 3rd May 1918, and No. 627, dated 6th April 1919).	
181 (b). Godavari.	One Co-operative Inspector employed under the Special Deputy Collector, Ramachandrapuram, for work among the Panchamas.	10	G.O. No. 2420, Revenue (Special), dated 27th December 1919, Revenue have included this allowance which, it is presumed, is granted on the analogy of the allowance in Tanjore.	
<i>Local allowances.</i>				
182. Nellore ..	Chintaladevi Farm— Farm Manager (5 years) .. .. Assistant Manager .. .. Clerk .. .. One peon .. ..	20 12 9 3	The station is 36 miles from railway and ordinary household articles are therefore expensive: conditions are similar to those of Mopad where Public Works Department subordinates get local allowances of 30 per cent of pay (G.Os. No. 4062, Revenue, dated 23rd December 1918, and No. 1769, Revenue, dated 19th September 1919).	



## AGRICULTURAL, VETERINARY AND CO-OPERATIVE DEPARTMENTS—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
183. The Nilgiris.	One Curator, Government Gardens and Parks.	Rs. 50	Local allowance granted on account of the special conditions of the Nilgiris (G.O. No. 2885, Revenue, dated 23rd December 1915).	
	Two peons under the Curator ..	2 each.	Local allowances for residence in the Nilgiris (G.O. No. 1471, Revenue, dated 21st May 1914).	
184. Madras	Four Lecturers, Madras Veterinary College.	20 each.	Local allowances granted as the posts are filled by selected men and as they are forced to live in Madras (G.O. No. 2112, Revenue, dated 16th September 1915, and No. 1276, Revenue, dated 5th June 1916).	
185. Hill stations, the Nilgiris, Agency tracts of Godavari.	(a) Veterinary Assistants in charge of Veterinary Institutions— I and II grades .. .. . III grade .. .. . (b) Touring Veterinary Assistants in these localities.	15 10 10	The local allowances are granted in consideration of the special conditions of these localities (G.O. No. 2300, Revenue, dated 7th October 1919). Do. do.	
186. The Nilgiris.	Two Inspectors, Co-operative Societies.	25 each.	Local allowance granted owing to the conditions of the Nilgiris; this is drawn in addition to grade pay (G.O. No. 3995, Revenue, dated 18th December 1918).	
187. Ganjam	One Deputy Assistant Registrar, Berhampur (pay Rs. 250). One clerk, Berhampur (pay Rs. 25).	50 10	This is an agency allowance sanctioned for work in the Ganjam Agency (G.O. No. 1222, Revenue, dated 21st June 1919).	

## SCIENTIFIC AND MISCELLANEOUS DEPARTMENTS.

<i>Duty allowance.</i>				
188. Madras	Assistant Registrar, Joint Stock Companies.	Rs. 50	This is a duty allowance which was granted in 1914, as the work was held to involve special responsibility and required picked men (G.O. No. 684, Judicial, dated 19th March 1914).	
<i>Local allowances.</i>				
189. Ramnad (Pamban)	Pearl and Obank Fisheries— One clerk (pay Rs. 25) .. .. . Two gumastas (Rs. 20) .. .. . One peon (Rs. 9) .. .. .	5 4 each 2	Local allowance sanctioned owing to expensiveness of living in the locality (G.Os. No. 1687, Revenue, dated 10th June 1914 and No. 2249, Revenue, dated 6th October 1915).	

## GOVERNMENT PRESSES.

190. Madras	One Examiner, Government Presses. One do.	20 10	Confidential allowance to Examiners for doing confidential work (G.O. No. 644, Public, dated 25th June 1901, and No. 1074, Public, dated 26th November 1903).	
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## MISCELLANEOUS DEPARTMENTS.

191. Salem	Guard for Prisoners Camp, Yercaud— Three head constables .. .. . Thirty-two constables .. .. . One clerk, office of the Superintendent, Prisoners of War Camp, Yercaud. One do. Two peons .. .. .	3 each 15 10 4 each	Allowances are granted owing to the costliness of living on the hills (G.Os. No. 2420, Judicial, dated 17th November 1917, No. 2133, Judicial, dated 18th September 1918, and No. 14, Public, dated 7th January 1918).	
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## MINOR IRRIGATION ESTABLISHMENT.

<i>Local allowances.</i>				
192. Godavari	Polavaram— One Sub-Overseer .. .. . One lascar .. .. .  Yellavaram agency— One Sub-Overseer .. .. . Bhadrachalam— One Sub-Overseer .. .. . One lascar .. .. .	10 1  10 20 1	Local allowance sanctioned as the Sub-Overseer has to travel in the agency (G.Os. No. 1437, Revenue, dated 13th December 1906 and No. 3074, Revenue, dated 27th August 1918). Do. No. 2997, Revenue, dated 16th December 1919). Local allowance sanctioned owing to special conditions of the agency (G.Os. No. 2586, Revenue, dated 5th September 1914, page 76, and No. 3074, Revenue, dated 27th August 1918).	

## PUBLIC WORKS DEPARTMENT.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances.</i>				
193. (a) Godavari.	Assistant Superintendent, Godavari Eastern division (Lower Subordinates cadre).	30	Duty allowance granted in view of the heavy and responsible duties to be performed. The pay of each of the two appointments was originally Rs. 120 per mensem. The appointments were in 1907 brought within the scale of the Lower Subordinate establishment. (Pay Rs. 30—80) (G.O. No. 872 W., dated 18th August 1907). As the normal pay of a Sub-Overseer was considered inadequate for the duties attaching to the posts which are heavy and responsible and require special qualifications, a local allowance of Rs. 30 per mensem has been sanctioned subject to the condition that the salary plus the allowance does not exceed Rs. 120 (G.O. No. 81, W., dated 25th January 1911).	
(b) Kistna ..	Assistant Superintendent, Kistna Central division (Lower Subordinates cadre).	30		
194. Districts	Store clerks in the following places, Ganjam, Vizagapatam, Godavari, (North, East, Central and Conservancy) Kistna (West and Central) Bellary, Kurnool, Coimbatore, West Coast, Salem, Chingleput, Nellore, Trichinopoly, Madras, Tinnevely, North Arcot, Cauvery, South Arcot, Vennar, Cuddapah and Tank Restoration Scheme (III, VI and VII) Circles	5 each	For duties in connexion with the charge of stores; the allowance is granted to compensate for the risk and responsibility which custody of stores involves—vide G.Os. No. 966 W., dated 18th May 1906, and No. 304 W., dated 9th February 1914 (paragraph 14) and No. 1405 W., dated 28th July 1915.	
195. Kurnool Sid-dapur tank project.	Storekeeper .. .. .	5	For duties in connexion with the charge of stores. (Item 130 on page 345 of the Madras Supplement to the Civil Service Regulations).	
196. Guntur (Gug-girala).	Lock Superintendent (pay Rs. 15).	5	The allowance is granted in view of the additional duties attached to the post; some of the duties performed by the Lock Superintendent do not properly belong to the post and the nature of the work is specially arduous (G.O. No. 1874 W., dated 22nd September 1913).	
197. Godavar (Palakole).	Lock Superintendent .. ..	3	The allowance is granted in view of the additional duties of Wharf Superintendent at the Palakole upper and lower wharves, which were imposed on him from 1913. The allowance continues for so long as the additional duties of Wharf Superintendent at the Palakole upper and lower wharves are attached to the post of Lock Superintendent (G.O. No. 707 W., dated 10th April 1915).	
198. Madras ..	(a) Public Works Secretariat— Typist in the Public Works Secretariat (General Branch).	10	Allowance is granted for being employed on confidential work (G.O. No. 976, Financial, dated 6th December 1918).	
	(b) Typist in the Public Works Secretariat (Irrigation Branch).	10	Allowance is granted for being employed on confidential work (G.O. No. 32, Financial, dated 14th January 1919).	
199. Do. ..	(a) General and Irrigation .. ..	40	Shorthand allowance; a lump sum of Rs. 80 placed at the disposal of the Secretary to Government, Public Works Department, to be expended by him in the form of shorthand allowances to such number and amount as he may deem fit. This sum has been distributed equally between the two Secretaries (G.O. No. 480, Financial, dated 24th June 1919 and Memorandum No. 5744-C., dated 4th September 1919).	
	(b) Buildings and Roads .. ..	40		

## PUBLIC WORKS DEPARTMENT—cont

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances.</i>				
300. Madras	Supervisors, first and second grades. Overseers, first, second and third grades. Accountants— First, second and third grades .. Fourth and fifth grades ... Sixth and seventh grades and temporary.	RS. P.A. 30 H.R. 10 P.A. 15 H.R. 10 P.A. 50 H.R. 20 P.A. 30 H.R. 10 P.A. 15 H.R. 10	The allowances are being drawn by the officers of the department for over 40 years. The necessity for the Presidency allowance (not house-rent allowance) was questioned in 1888 by the Finance Committee; and the Government of Madras in that connexion justified the continuance of the concession on the grounds that in their opinion the cost of living in Madras, to officers of the classes affected is by no means less expensive than in Calcutta or Bombay; while as compared with the mufassal, there were many extra items of expenditure which an officer stationed in the Presidency town could not avoid, and	
<p>it was always necessary, on account of the very great distance between the Public offices and residence in Madras, for an officer to keep a carriage while in the mufassal, the horses which an officer keeps for travelling, and for which he pays out of travelling allowance could be used. The selection of an officer of the Public Works Department for duty in Madras would entail on him pecuniary loss by depriving him of all travelling allowances, and if the Presidency allowance was to be done away with, it would become necessary to attract the best men to the Secretariat and other posts in Madras by attaching special salaries to those appointments. Carriage hire was also more costly in Madras than in mufassal. For these reasons the continuance of the allowances was agreed to by the Government of India (G.Os. No. 1352-53 W., dated 8th May 1888, and No. 2267 W., dated 25th July 1888).</p>				
201. Periyar project.	Supervisors, first and second grades. Overseers, first, second and third grades. Accountants— First, second and third grades .. Fourth and fifth grades .. Sixth and seventh grades and temporary. Sub-Overseers, clerks and draughtsmen. Sub-Assistant Surgeon ..	60 40 80 40 40 40 ..	The allowance is given because the conditions of life at the headworks of the Periyar are quite unfavourable as regards cost of living, and locomotion and risk to health (G.O. No. 2180 W., dated 18th July 1888). The grant of local allowances in this case and in other cases marked with an asterisk below is regulated by the following rules:— (a) Local allowances in Periyar project, Vizagapatam, Ganjam Hill tracts and Wynad are restricted to	
<p>officers drawing Rs. 1,100 and under in Anamalai Hill tracts to Upper Subordinates only till the roads are completed.</p> <p>(b) In the Wynad, Anamalai and Ganjam and Vizagapatam Hill tracts, local allowance is not to be drawn by officers travelling casually within the limits of the tracts named on inspection duty or otherwise; but only by officers whose headquarters are within the tracts. In the case of such officers an allowance exceeding ten days from these tracts will deprive them of the allowance for the whole period of their absence.</p> <p>(c) Sub-Overseers and clerks not engaged locally and not on consolidated rates of pay receive 30 per cent on salaries varying from Rs. 30 and upwards subject to a maximum allowance of Rs. 40 and 50 per cent on salaries under Rs. 30 subject to a maximum allowance of Rs. 8.</p>				
202. Ganjam, Visagapatam, Coimbatore, Malabar and Nilgiris.	Ganjam, Visagapatam, Wynad, and Anamalais Hill Tracts— Supervisors, first and second grades. Overseers, first, second and third grades.  Accountants, first, second and third grades. Fourth and fifth grades .. Sixth and seventh grades and temporary. Sub-Overseers, Ganjam, Wynad and Visagapatam.  Sub-Overseers, Anamalais .. Clerks and draughtsmen, (Ganjam, Wynad and Visagapatam): Clerks and draughtsmen Anamalais. Peons on the permanent establishment, Visagapatam agency. Peons on the permanent establishment, Wynad. Sub-Assistant Surgeon, Thekkadi. Peons on the permanent establishment, Public Works Department, Thekkadi.	60 40  80 60 40 ***  15 *** 8 2 50 per cent of pay. 26 60 per cent	Anamalais Hill tracts. Supplies abnormally dear and difficult to obtain and country generally uninhabited and feverish (G.O. No. 505 W., dated 20th February 1897, Letters No. 505 W., dated 20th February 1897, No. 2490 W., dated 7th September 1897 and G.O. No. 239 W., dated 28th January 1898). Other places. Unhealthiness of the locality and expensiveness of living. Vide footnotes to appendix 19 to the Public Works Department Code, Volume III. *** Scale regulated by the rules in item 201 supra.  G.Os. No. 2052 W., dated 30th October 1905 and No. 1817 W., dated 13th November 1919.  G.O. No. 1276 W., dated 17th November 1912.	

## PUBLIC WORKS DEPARTMENT,—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
203. Ganjam ..	Kalinga subdivision— Supervisors, first and second grades.	Rs. 60	Unhealthiness of locality and expensiveness of living. (G.O. No. 1826 W., dated 12th September 1913 and Appendix 19 of the Public Works Department Code, Volume III, 7th edition.)	
	Overseers, first, second and third grades.	40		
	Peons on the permanent establishment.	1	G.O. No. 194 W., dated 22nd October 1915.	
204. Vizagapatam.	Nagavalli Thotapalli— Supervisors, first and second grades.	25	On the grounds of severity of climate and the difficulty and expensiveness of procuring provisions. (G.O. No. 507 W., dated 6th May 1907.)	
	Overseers, first, second and third grades.	25		
	Sub-Overseers .. .. .	25 per cent of salary.		
205. Godavari ..	Dummagudam and Venkatapuram subdivisions of the Upper Godavari— Supervisors, first and second grades.	40.	The allowance is sanctioned on account of the inaccessible and unhealthy character of the locality and in view of the expensiveness of living there. (G.Os. No. 407 W., dated 5th May 1910, No. 2306 W., dated 26th November 1914 and No. 902 W., dated 1st August 1918.)	
	Overseers, first, second and third grades.	30		
	Clerks and Draughtsmen .. .. .	30 per cent and 50 per cent of salary.	Scale regulated by the rules in item 201 supra.	
	Peons on the permanent establishment, Godavari Agency.	1	G.O. No. 913 W., dated 1st May 1914.	
206. Coimbatore ..	Kollegal— Supervisors, first and second grades.	25	Locality very feverish and service unpopular (Letter No 798 W., dated 24th March 1898 and G.O. No. 1251 W., dated 17th May 1898.)	
	Overseers, first, second and third grades	25		
	Sub-Overseers .. .. .	15		
	Clerks and Draftaman .. .. .	30 per cent and 50 per cent of salary.	(G.O. No. 3122 W., dated 10th November 1902). If these are not engaged locally and not on consolidated rates of pay, then local allowance is— (i) 30 per cent on salaries of Rs. 30 and above subject to a maximum of Rs. 40. (ii) 50 per cent on salaries less than Rs. 30 subject to a maximum of Rs. 8.	
207. Do. ..	Muthikolam— Supervisors, first and second grades.	40	On account of the unhealthiness of the locality. (G.O. No. 1029 W., dated 31st May 1915.)	
	Overseers, first, second and third grades.	35		
208. Do. ..	Anamalai Ghaut road works, headquarters Iyerpadi— Supervisors, first and second grades.	25	Expensiveness and remoteness of the locality. (G.O. No. 621 W., dated 7th May 1917.)	
	Overseers, first, second and third grades.	25		
209. Madura ..	Kodaikanal, Palni Hills— Supervisor, first and second grades.	30	Unhealthiness of locality, expensiveness of living and exorbitant conveyance charges. (G.O. No. 260 W., dated 15th February 1913.)	
	Overseer, first, second and third grades.	30		
	Sub-Overseers .. .. .	30 per cent and 50 per cent of salary.	30 per cent if salary is not less than Rs. 30 and 50 per cent if salary is less than Rs. 30 subject to a maximum of Rs. 8.	
	Clerks and Draughtsmen .. .. .	5, 7 and 10	Rs. 5 for clerks on Rs. 20 and below, Rs. 7 for clerks from Rs. 21 to 30 and Rs. 10 for clerks from Rs. 31 to 40.	
	Peons on the permanent establishment.	2		

## PUBLIC WORKS DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
210. Madura ..	Manalur (in the Attur Ghant Road) and hill tracts of lower Palnis between Manalur and Law's Ghant—	Rs.		
	Supervisors, first and second grades.	25 per cent of salary.	On account of the difficulty in procuring supplies and in view of the discomfort and expensiveness to which the men employed there are subjected owing to the feverish nature of the climate and subject to the provision of article 76 (1) of the Civil Service Regulations. (G.O. No. 648 W., dated 22nd March 1905 and Letter No. 3647 W., dated 22nd October 1904.)	
	Overseers, first, second and third grades.	Do.		
211. Nilgiris ..	Sub-Overseers .. .. .	Do.		
	Clerks and Draughtsmen ..	Do.		
	Supervisors, first and second grades.	25	} On account of the expensiveness of living. (Letter No. 1872 W., dated 20th July 1899 and G.O. No. 565 W., dated 12th March 1900.)	
	Overseers, first, second and third grades.	20		
Clerks and Draughtsmen ..	5 and 10	} Rs. 5 for clerks drawing less than Rs. 25 and Rs. 10 for higher salaries as in the Revenue Department. (G.O. No. 444 W., dated 29th April 1907.)		
Peons on the permanent establishment.	50 per cent		To meet the high cost of living at Yercaud. (G.O. No. 275 w., dated 5th February 1900.)	
212. Salem, ..	Shevaroy—			
	Supervisors, first and second grades.	30		
213. Mahabar ..	Overseers, first, second and third grades.	30		
	Cochin—			
	Supervisors, first and second grades.	15	In consideration of the high cost of living at Cochin. (G.O. No. 1001 W., dated 17th May 1913.)	
	Overseers, first, second and third grades.	10		
	Sub-Overseers .. .. .	5		
	Clerks and Draughtsmen ..	3		
214. Nellore ..	Peons on the permanent establishment.	1		(Water allowance. (G.O. No. 1432 W., dated 9th October 1912).)
	Mopad Project—			
	Supervisors, first and second grades.	60	In view of the desolate and dreary nature of the country where the work is situated, its remoteness from railway communication and the high cost of living there owing to the difficulty in obtaining supplies. (G.Os. No. 681 W., dated 31st March 1913 and No. 1362 W., dated 25th June 1906.)	
	Overseers, first, second and third grades.	40		
	Accountants—			
	First, second and third grades..	80		
	Fourth and fifth grades ..	60		
	Sixth and seventh grades and temporary.	40		
	Sub-Overseers .. .. .	80 per cent and 50 per cent of salary.	If these are not engaged locally and not on consolidated pay, the local allowance is— (i) 30 per cent on salaries of Rs. 30 and more subject to a maximum of Rs. 40. (ii) 50 per cent on salaries of less than Rs. 30 subject to a maximum of Rs. 8.	
	Sub-Assistant Surgeon and Compounder, Clerks and Draughtsmen ..			
215. Kistna ..	Peons on the permanent establishment.	2		G.O. No. 436 W., dated 8th April 1918.
	Divi Pumping Station—			
Supervisors, first and second grades.	60	In view of the remoteness and expensiveness of the locality and in view of the fact that conditions of life there are quite unfavourable as regards cost of living and locomotion. (G.Os. No. 42 W., dated 12th January 1907 and No. 108 W., dated 27th January 1908 and Letter No. 1215 W., dated 4th June 1906.)		

## PUBLIC WORKS DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
315. Kistna—cont.	Divi pumping station—cont.	Rs.		
	Overseers, first, second and third grades.	40		
	Accountants—			
	First, second and third grades.	80		
	Fourth and fifth grades ..	60		
	Sixth and seventh grades and temporary.	40		
	Clerks and draughtsmen ..	80 per cent and 50 per cent of salary.		If these are not engaged locally and not on consolidated rates of pay, the local allowance is— (i) 80 per cent on salaries of Rs. 30 and more subject to a maximum of Rs. 40. (ii) 50 per cent on salaries less than Rs. 30 subject to a maximum allowance of Rs. 8.
316. Karnool ..	Siddapuram—			
	Supervisors, first and second grades.	3/10ths of salary.		The place is at the foot of the Nallamalais, 39 miles from the nearest railway station, and malarious. Drinking water to be fetched from 7½ miles from site of work. (G.Os. No. 1097 W., dated 7th October 1908 and No. 2332 W., dated 30th November 1914.)
	Overseers, first, second and third grades.	Do.		
	Accountants, all grades ..	Do.		
	Sub-Overseers .. ..	Do.		
	Clerks and Draughtsmen ..	Do.		
	Sub-Assistant Surgeon and compounder.	Do.		
	Peons on the permanent establishment.	50 per cent.		
317. Tinnevely ..	Kumaraswami Pillai anicut—			
	Supervisors, first and second grades.	30		In view of the costliness of living and remoteness of the locality which is situated on the hills in an out of the way place infested with wild animals—G.O. No. 1106 W., dated 22nd August 1917.
	Overseers, first, second and third grades.	80		
318. Cauvery Ganging Party.	Supervisors, first and second grades.	25		The allowance was sanctioned because the places wherein this party has to work are remote, feverish and inhospitable and all supplies have to be imported from some distance—G.O. No. 370 W., dated 10th March 1917.
	Overseers, first, second and third grades.	25		
	Clerks and Draughtsmen ..	10		
319. South Arcot..	Toludur project—			
	Supervisors, first and second grades.	20 per cent of salary.		In consideration of the desolate and dreary nature of the country where the work is situated, its remoteness from railway communication and the high cost of living owing to the difficulties in obtaining supplies—G.O. No. 2128 W., dated 7th November 1914.
	Overseers, first, second and third grades.	Do.		
	Accountants, all grades ..	Do.		
	Sub-Overseers .. ..	Do.		
	Clerks and Draughtsmen ..	Do.		
	Sub-Assistant Surgeon ..	Do.		
	Peons on the permanent establishment.	2		
	Compounder .. ..	2		
320. Ramnad ..	Rameswaram—			
	Supervisors, first and second grades, and Overseers, first, second and third grades.	30		The allowance is granted in view of the costliness of the locality—G.O. No. 1068 W., dated 16th August 1919.

## PUBLIC WORKS DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
221. Kistna district (Western division).	Lock Superintendents— Adavipalem Lock Superintendent.	Rs. 5	The allowance is granted as the lock is situated at a very remote and lonely spot far from any village. It is subject to the condition that the pay and local allowance do not exceed Rs. 15—G.O. No. 709 W., dated 5th May 1916.	
222. Coorg ..	Supervisors, first and second grades.	60	Reasons not given. Apparently the allowance is given on account of the expensiveness of living there—Appendix 19 to the Public Works Department Code, Vol. III. This locality being outside the Madras Presidency, it does not arise for consideration.	
	Overseers, first, second and third grades.	40		
	Accountants— First, second and third grades ..	80		
	Fourth and fifth grades .. Sixth and seventh grades and temporary.	60 40		

\* Allowances drawn by establishments paid from Port and Marine Funds are omitted.

## APPENDIX B.

*Report submitted to the Chief Secretary to Government by Messrs. C. B. Cotterell, C.I.E., I.C.S., Agent to the Governor in Ganjām, (2) C. A. Henderson, I.C.S., Agent to the Governor in Vizagapatam, (3) U. Rama Rao Avargal, Government Agent, Gōdāvāri, on the question of local allowances in the Agency tracts.*

We have the honour to submit after consultation our reply to the reference to us in Government Memoranda No. 645/A-2, dated 26th February 1919, and No. 266/C-1, dated 27th March 1919. We have not dealt with the allowances of gazetted officers as we consider this matter outside the present reference.

2. *Medical Department.*—The minimum pay of Sub-Assistant Surgeons is now Rs. 50 so that the minimum allowance of 30 per cent prescribed by the Government in G.O. No. 97, Local and Municipal (Medical), dated 15th February 1919, will range from Rs. 15 up to Rs. 36 as against the present all-round allowance of Rs. 15. We consider the new rates appropriate.

3. (i) We do not think, however, that it is either possible or desirable to prescribe a fixed percentage allowance for officers of all departments serving in various parts of the Agency. We think that allowances should ordinarily vary in relation to the accessibility and healthiness of the locality, the responsibility of the office and the fact whether the officer has his headquarters in the Agency or not. We proceed to deal with each department in turn.

(ii) *Revenue Department.*—For the Deputy Tahsildars of the Vizagapatam Agency we recommend the allowances proposed by Mr. Harris in his proposals printed in G.O. No. 2688, dated 31st August 1917, as being more suitable to the several posts than the flat rate of 30 per cent now allowed. For similar considerations we propose an allowance of Rs. 50 for the following taluks in the Gōdāvāri Agency, namely, Nugur, Bhadrachalam, Chodavaram, Yellavaram; in Polavaram on account of its comparative accessibility and healthiness we propose an allowance of Rs. 25. In Ganjām the Deputy Tahsildars' present allowances are, we consider, suitable and require no alteration. Revenue Inspectors should receive, as at present, fixed allowances of Rs. 15.

(iii) *Salt Department.*—No change is required in officers' allowances.

(iv) *Forest Department.*—Allowances of Rangers, Deputy Rangers and Foresters should remain as they are. The allowance of the Special Forest Officer, Golconda, was specifically reserved by us for a separate reference by the Vizagapatam Agent.

(v) *Education Department.*—Though in the case of Sub-Assistant Inspectors allowances are low, yet we consider the present allowances sufficient since these officers either have their headquarters in the plains or, if not, work in comparatively healthy portions of the Agency.

(vi) *Vaccination Department.*—For Deputy Inspectors of Vaccination we consider that the 30 per cent rate of allowance may be introduced instead of the present fixed allowance of Rs. 15. This will mean a substantial increase in the higher grades. The work of the Deputy Inspectors of Vaccination in the Agency is important and exacting and it is desirable that their allowances should enable them to live in comfort and without discontent. Agency vaccinators are generally Agency men whose present rates of pay are sufficient.

(vii) *Veterinary Department.*—No change is necessary.

(viii) *Police Department.*—Allowances of Inspectors of Police in the Ganjām district though shown in the Government reference as Rs. 30 are said to be Rs. 15 against Rs. 30 in the other two districts. We consider that a Rs. 30 allowance should be given to all Agency Inspectors and the allowances of head constables and constables should be not less than Rs. 4 and Rs. 2. The other allowances require no change.



(ix) *Public Works Department.*—We recommend that the allowances paid to Public Works officers in the Gōdāvāri district should be equalized with those paid in Vizagapatam as requested by the Superintending Engineer, I Circle. Otherwise no change is required.

4. We consider that clerks, attenders, muchis, dufterbunds, peons, etc., of all departments, and shroffs, may be paid allowances throughout the Agencies at fixed rates. The difficulty in getting educated and intelligent clerks is everywhere felt by Agency officers and we think that especially for the low-paid clerks and attenders the allowance should be fairly generous. The rate we propose is as follows :—

	Allowance.
	RS.
Over Rs. 70 pay .. .. .	30
Over Rs. 40 „ .. .. .	20
On Rs. 40 „ .. .. .	15
Below Rs. 40 „ .. .. .	10
Peons of all grades .. .. .	2
Other officers, not clerks or peons, whose pay is less than Rs. 20 and for whom allowances have not been provided above .. .. .	50 per cent of their pay.

We consider that the Postal Department officers can receive the same allowance as clerks.

## CHAPTER XIII.

*The mode and rate of payment of village officers and menials and the grant of subsistence and travelling allowances to them when called on duty outside their villages.\**

191 The emoluments of village officers originally consisted of:—

- (i) land held rent-free or on favourable terms ;
- (ii) fees collected from the inhabitants ; and
- (iii) direct money payments from the general revenues.

The inam grants referred to in item (i) *supra* were originally, in all probability, small assignments of land, granted by the village community for the performance of village duties. In cases in which they had not been resumed by the Muhammadan Government, the British Government recognized and continued these grants. In 1863, the total assessment on the inam lands in the ryotwari tracts (less quit-rent paid to Government on them) was estimated by Mr. Pelly at Rs. 17,22,782. In course of time there grew up the practice of treating the inam or rent-free land set apart for the emoluments of village officers as private property ; and in consequence, in many cases, there was practically no emolument in the shape of inam, attached to the office.

192. The fees referred to in item (ii) above were, for the most part, collections of grain made by village officers direct from the cultivators. They generally consisted of (1) a share of the crops and (2) mixed fees of a more uncertain character. The first was a deduction from the gross produce before the produce was shared between the ryots and the Government. The second was paid from the ryots' share in addition.

Direct money payments from the general revenues, shown as item (iii) above, were made in places where there were either no inams or fees or where the amount of these was insufficient.

193. Between the years 1859 and 1865 the Government considered proposals to secure greater efficiency in village administration throughout the Presidency and, as a result of their deliberations, they decided to enfranchise the service inam lands of village officers excluding village artisans, to commute the fees paid in grain and to pay money stipends to village officers. The quit-rent imposed on service inams which were enfranchised, supplemented by the cess levied under the Madras Village Cess Act of 1864 (since repealed) was formed into a village service fund, from which money salaries were paid to village officers. The effect of these measures will now be considered in greater detail.

194. *Enfranchisement of village service inams.*—In a letter, dated 14th November 1859, the Inam Commissioner, Mr. G. N. Taylor, pointed out that these inam lands had been held as family property for at least fifty years, that they had been repeatedly confirmed to the several sharers both by the Revenue authorities and by the decrees of civil courts, and that it would cause great dissatisfaction to deprive the co-sharers, other than the present office holders, of the inam lands inherited by them as common property. Mr. Taylor also pointed out that the receipt of grain fees by village officers formed a substantial portion of their emoluments and recommended that the fees should be supplemented by such portion of the service inam land enjoyed by the sharers as would be required to make up the maximum emoluments fixed for the office together with 15 per cent in addition, only the surplus being

\* The bulk of the information contained in this chapter has been taken from a note supplied to the Committee by the Revenue Secretariat.

confirmed to the several shareholders as freehold, subject to one half assessment. In an order passed in February 1860 the Government approved the Inam Commissioner's recommendation, but subsequently modified this decision when they passed orders on the proposals for the remuneration of village officers in the Kurnool district.

195. In that case the Government decided that the best course would be to enfranchise the whole of the village service inams at two-thirds of their fixed assessment and to pay money stipends to office bearers. The rate of enfranchisement of service inams in the Kurnool district was very shortly after fixed at five-eighths of the assessment instead of two-thirds. Under orders passed in August 1861, this procedure was applied generally throughout the Presidency. As a result of the representations made by Mr. LeFanu, Collector of North Arcot, in 1889, the Government decided that *irva* inams should be enfranchised at full assessment rates but refused to adopt any change of policy in respect of land inams. This order was followed in the enfranchisement of the inams in Vizagapatam, Madura and South Arcot districts. In all cases of enfranchisement of village service inams in ryotwari tracts, the quit-rents imposed were fixed permanently and were not made revisable at resettlements.

196. In the Madras Proprietary Estates Village Service Act, 1894, power was taken to enfranchise village service inams in proprietary estates also and to grant money salaries to village officers in lieu of the inams. In orders passed in 1901 and 1902 the Government ordered that village service inams in proprietary estates should be enfranchised at full rates and that the quit-rents imposed should be made liable to revision at any general revision of the rates of assessment in the district.

197. *Financial results of enfranchisement—Ryotwari tracts.*—The statement below shows the amount of quit-rent levied in ryotwari tracts on village service inams which have been enfranchised :—

District.	Quit-rent levied in ryot- wari tracts.
	₹
1. Ganjām ... ..	23,456
2. Vizagapatam ... ..	36,460
3. Gōdāvari ... ..	1,17,329
4. Kistna ... ..	40,446
5. Nellore ... ..	57,100
6. Chingleput ... ..	43,217
7. Anantapur ... ..	1,02,427
8. Kurnool ... ..	2,27,957
9. Bellary ... ..	1,69,613
10. Cuddapah ... ..	1,75,340
11. North Arcot ... ..	1,07,419
12. South Arcot ... ..	43,259
13. Trichinopoly ... ..	8,441
14. Madura ... ..	58,250
15. Tinnevely ... ..	1,221
16. Coimbatore ... ..	80,651
Total ...	12,92,586

REMARKS.—Guntur, Chittoor and Ramnad districts were not formed then. There were no service inams to be enfranchised in Tanjore, Salem, South Kanara, Malabar, the Nilgiris and Madras.

198. *Proprietary estates.*—Information is not available to show the amount of quit-rent imposed in each district as a result of the enfranchisement of village service inams in proprietary estates; but according to the Civil Budget Estimates for 1919-20, the amount of quit-rent payable in fasli 1329 was Rs. 6,64,000.

Statement No. 10 attached to the jamabandi reports gives the demand of proprietary estates village service receipts which consist mainly of quit-rent on enfranchised village service inams.

*Proprietary estates village service receipts.*

For fasli 1327 (1917-1918).

Districts.	Demand, current.
	RS.
Ganjām ... ..	61,438
Vizagapatam ... ..	1,43,775
Gōdāvari ... ..	1,07,731
Kistna ... ..	47,045
Guntūr ... ..	8,960
Nellore ... ..	17,949
Cuddapah ... ..	5,043
Anantapur ... ..	1,720
Bellary ... ..	7,193
Kurnool ... ..	4,693
Madras ... ..	...
Chingleput ... ..	21,862
Chittoor ... ..	48,477
North Arcot ... ..	20,549
South Arcot ... ..	2,604
Tanjore ... ..	...
Trichinopoly ... ..	12,006
Madura ... ..	29,086
Ramnad ... ..	30,153
Tinnevely ... ..	15,399
Coimbatore ... ..	1,146
The Nilgiris ... ..	...
Salem ... ..	35,010
South Kanara ... ..	...
Malabar ... ..	...
Anjengo .. ..	...
Total ... ..	6,21,859

199. *History of the Cess Acts—Ryotwari tracts.*—In 1861 the Government decided that the fixed fees should be abolished and that a money cess should be levied in their place. In pursuance of this decision Madras Act No. IV of 1864 was introduced. This Act provided for the levy of the cess at a rate not exceeding one anna in every rupee of the assessment. In the year 1881 the Board pointed out that the Government were not paying their proper share of the cost of the village establishment and as a result of prolonged discussions on this matter, the Government decided that they should contribute an amount equivalent to the proceeds of the village cess. In Madras Act IV of 1893, by which Madras Act No. IV of 1864 was repealed, it was provided that the rate of cess should be so regulated that the total proceeds of the cess should be as nearly as possible equivalent to half the cost of the village service within the area to which the Act was applied, subject to the proviso that the rate should not exceed one anna in every rupee of the assessment. In the year 1906-07 the Government of India decided that no local cesses should be imposed on land supplemental to the land revenue proper except such cesses as are levied by, or on behalf of, local authorities. In pursuance of this policy the Government of India proposed in that year to devote the funds at their disposal to the abolition of the cesses which were levied under various names, such as, the patwari cess, the village service cess, etc., in Madras and other provinces. Accordingly the Government of India requested this Government in a letter, dated 23rd March 1906, to take steps to abolish the levy of the ryotwari village service cess with effect from 1st April 1906. The Government issued orders on the 30th March 1906 directing the abolition of the ryotwari village service cess with effect from 1st April 1906.

200. *Proprietary estates.*—In proprietary estate areas the levy of the village service cess was introduced, for the first time, under the provisions of Madras Act No. II of 1894, it being stipulated that the rate of the cess should not

exceed 10 pies in the rupee on the annual rent value of all occupied lands comprised within the limits of such estates. The Government of India pointed out in May 1907 that, since the village service cess had been abolished in ryotwari areas of this Presidency, it would be inconsistent to maintain it in proprietary estates and to introduce it by degrees in fresh areas. The Government accepted the proposal to abolish the cess when the Imperial finances admitted of such a course. In 1912 the Government of India communicated their decision to abolish the cess with effect from 1st April 1912. Orders were issued by this Government in March 1912 directing the abolition of the levy of the cess in proprietary estates with effect from 1st April 1912.

201. Under the arrangements in force for the distribution of Provincial revenues between the Government of India and the local Government, compensatory assignments were made by the Government of India to the local Government in lieu of the revenue relinquished by the abolition of the cesses. Under the financial system shortly to be introduced by the Reforms Scheme, there will be no such assignments and it is accordingly not necessary for the Committee to refer further to this matter.

202. *Proposals that have been made from time to time for increasing the pay of village officers.*--As a result of the representations of the Board of Revenue in 1896 the minimum pay of karnams was raised from Rs. 6 to 8 per mensem, and the establishment of karnams was reorganized at an additional cost of more than 2½ lakhs per annum. In 1904 during His Excellency's tour in the Nellore district, the karnams of the district presented an address, in which they requested that batta might be granted to them whenever they were compelled to leave their villages on Government duty. The Board of Revenue pointed out that there were then 13,886 karnams in the Presidency and that the grant of a batta of four annas a day for thirty days per annum to each karnam would result in an extra cost of over a lakh of rupees per annum, apart from the cost of the extra establishment which the work of the preparation, passing and auditing of the travelling allowance bills would necessitate. For these reasons the Government, agreeing with the Board, declined to sanction the travelling allowance or batta to karnams in 1904. In 1905 the Government sanctioned the payment of extra remuneration to karnams for work done in Settlement offices. In 1908 the Government declined to grant compensation for dearness of food to village officers on the ground that not only was the cost excessive but that the village officers had other means of living besides their emoluments. In 1909 the Government declined to grant the requests of the karnams of the Ellore taluk, Kistna district, that their pay might be raised to Rs. 15 per mensem and that they might be granted batta at six annas a day when engaged on land records work. In an order passed in September 1909 the Government sanctioned the grant of travelling allowance to karnams undergoing training in Survey schools. In reply to the representations of the karnams of certain taluks in the districts of Tanjore, Trichinopoly and South Kanara and the vettis of Melur taluk, Madura district, the Government pointed out in September 1909 that there was no reason to increase the pay of karnams as their pay had been revised in 1898 and that there was no ground to increase the pay of headmen as their pay must be regarded as an honorarium and not as a means of subsistence. As regards village menials the Government pointed out that, although their wages might be less than those of a coolie, their position differed from that of a coolie in that they could get work all the year round and, in the great majority of cases, they had other sources of income in addition. The Government also observed that the remuneration given to all classes of village officers compared favourably with that granted to persons performing similar work under private employers or in Native States. At the same time the Government conceded that, in places where there was a large demand for labour or where men could not be obtained for the present pay, proposals for increase of pay would be favourably considered. The question of the grant of travelling allowance to, and the increase of the pay of, village officers has been the subject of several resolutions in the Legislative Council. The Government declined to accept the proposals on various grounds, of which the following are the most important:—

- (i) That there was no lack of applicants for the posts.

(ii) That the cost of increasing the pay of the village officers would be very large, that the expenditure on the collection of land revenue in this Presidency is proportionately higher than in any other province, and that the object of Government should be to reduce the expenditure on the collection of land revenue in this Presidency.

(iii) That village officers were not whole-time servants of Government; that, if men could be got to perform their duties efficiently at certain rates, there was no apparent reason to give a higher rate of pay, and that Government could consider proposals for increase of pay only in cases in which men could not be obtained at the present rates.

203. *Duties required of village officers.*—The chief duties are—

I. *Village Headmen*—

- (i) The collection of revenue.
- (ii) Trial of petty civil suits and petty criminal cases.
- (iii) Police duties such as the prevention, detection and prosecution of crime, reporting of unnatural or sudden deaths and generally assisting the Police in their efforts to prevent and detect crime.
- (iv) Registration of births and deaths and maintenance of a register of unvaccinated children.
- (v) Charge of cattle-pounds.

II. *Monigars*.—Monigars are appointed to assist in the collection of revenue in villages in which the beriz is heavy.

III. *Karnams*.—(i) Maintenance of village accounts and (ii) generally to be the clerk of the headman in his capacity as village munsif and magistrate.

IV. *Assistant karnams*.—Work similar to that of the karnam except in cases in which an assistant karnam is appointed solely for work connected with a village court.

V. *Vetti*—is the village peon.

VI. *Talaiyari*—is the village watchman.

VII. *Nirganti*—is employed to superintend the irrigation of the village lands.

204. In recent years village munsifs have been directed to take their village court records to the District Munsif's Courts for inspection whenever they are called for by that court. The following duties also have, within recent years, been imposed on village headmen: They have to carry out the duties imposed on them by the rules framed under the Criminal Tribes Act, 1911. They have to remit to the treasury the receipts of the seed-depots of the Agricultural department which are situated at a distance of more than five miles from a sub-treasury. They have to send reports of the results of inoculation of cattle by Veterinary Assistants. They have to maintain the register of unvaccinated children and generally render assistance to the Vaccinator when he visits the village. They have to send epidemic reports in cases of outbreaks of cholera or smallpox or other similar epidemics. They have to report the occurrence of any serious insect pest or plant disease.

205. The strength and pay of village establishments at present allowed are—

*Ryotwari tracts.*

*Karnam, headman and vetti*—

Grades of beriz.	Karnam's pay. rs.	Headman's pay. rs.	No. of vettis on Rs. 4 per mensem each.
Under Rs. 2,000 .. .. .	8	5	1
Rs. 2,000 and under Rs. 4,000 .. .. .	8	6	2
Rs. 4,000 and under Rs. 8,000 .. .. .	10	7	3
Rs. 8,000 and under Rs. 12,000 .. .. .	12	8	4
Rs. 12,000 and under Rs. 16,000 .. .. .	15	10	4
Rs. 16,000 and upwards .. .. .	15	12	5

No. of talayaris on Rs. 4 per mensem each.

*Talayaris*—

For groups having a population between 200 and 1,500	..	..	1
Do. do. 1,500 and 3,000	..	..	2
Do. do. 3,000 and 4,500	..	..	3
Do. do. of more than 4,500	..	..	4

*Assistant karnams.*—An assistant karnam (usually on Rs. 8 per mensem) is allowed for villages having a beriz of Rs. 8,000 and more when the work is too heavy to be satisfactorily performed by a single karnam.

*Monigars.*—In the same circumstances a monigar on Rs. 5 per mensem is allowed to help headmen in collection duties.

				No. of nirgantis on Rs. 4 per mensem each.	
<i>Nirgantis</i> —					
For each work irrigating 200 acres and under 500	..	..	..	1	
Do. 500 do. 1,000	..	..	..	2	
Do. 1,000 acres and more	..	..	..	3	

In the district of Malabar, vettis (or kolkarans as they are called there) are paid Rs. 5 per mensem instead of the usual rate of Rs. 4. In the district of South Kanara, vettis (i.e., ugranis as they are called there) get also a pay of Rs. 5; and karnams (or shanbagues) get a minimum pay of Rs. 10 per mensem as against Rs. 8 per mensem allowed elsewhere.

The above standard scale is not rigidly adhered to; but departures are made from that scale in special cases.

206. *Proprietary estates.*—The scale in these tracts is as follows:—

*Karnam and headman—*

Grades of beriz including water-rate or quit-rent payable to Government.

Rs. 1,500 and below .. .. .	One karnam or headman on Rs. 4 per mensem.
Over Rs. 1,500 and under Rs. 2,000 ..	One karnam or headman on Rs. 5 per mensem.

*Note.*—The higher pay is admissible where the population exceeds 1,000 although beriz may not exceed Rs. 1,500.  
Karnam's pay. Headman's pay.

	Rs.	Rs.
Not less than Rs. 2,000 but less than Rs. 4,000 ..	6	5
Do. 4,000 do. 8,000 ..	7	6
Do. 8,000 do. 12,000 ..	9	7
Rs. 12,000 and above .. .. .	11	9

*Note.*—Where the full complement is allowed to villages having a beriz of less than Rs. 2,000, the scale of pay is Rs. 5 for karnam and Rs. 5 for headman. An assistant karnam and monigar may, if necessary, be allowed if the beriz exceeds Rs. 8,000 and if it is inadvisable to subdivide the village. The pay of the assistant karnam and monigar will be Rs. 5 and Rs. 4 respectively if the beriz is less than Rs. 12,000 and Rs. 6 and Rs. 5 if it is Rs. 12,000 or above.

				No. of talayaris on Rs. 3 per mensem.	
<i>Talayaris</i> —					
For groups having a population of not less than 200 but less than 1,500.				1	
Do. do. 1,500 do. 3,000.				2	
Do. do. 3,000 do. 4,500.				3	
Groups having a population of 4,500 and over .. .. .				4	

For villages situated in the Gōdāvāri and Kistna deltas or irrigated by Government sources elsewhere, with an irrigation revenue of Rs. 1,000 or upwards village establishments should be provided on the scale prescribed for ryotwari villages. In determining the scale of pay to be adopted for karnams and headmen the revenue to be considered is the aggregate of the rent payable to the proprietor and the assessment and water-rate payable to Government, while the number of vettis to be provided should be fixed with reference to the irrigation revenue alone. If the irrigation revenue is less than Rs. 1,000 but more than Rs. 200, the scale allowed for proprietary estates village establishments should be followed with the addition of a vetti on Rs. 3.

207. In connexion with a resolution moved in the Legislative Council in February 1919 for the grant of war allowances to these subordinates, which was not carried, Government considered further their case and they asked the Board of Revenue to report whether anything could be done for village officers by way of allotting to them lands under the darkhast rules especially where they do not now own lands.

208. The Board consulted the Collectors of four selected districts, viz., Gōdāvari, Tanjore, Salem and Madura, and came to the conclusion that the scheme was impracticable for the following reasons:—

(1) In most districts there is little or no land worth granting. What is required is a scheme that will benefit all village servants equally; and to devise such a scheme, based partly on land grants and partly on increased wages, would be an extremely difficult task.

(2) The land should be attached permanently to the office-holder and to ensure this object it would be necessary to prohibit alienation. It would be impossible to enforce such a prohibition. One of the main difficulties of the old inam system would be revived.

(3) The scheme obviously cannot be applied to zamindari areas.

209. For the reasons indicated by the Board of Revenue the Committee considers that it is impracticable, even if it were desirable at the present day, to introduce a system of remuneration by land grants. The system of money salaries has been introduced and it is now too late to go back upon it. But it is clear that the sums paid the village officers and menials as salary can, at no time, have completely covered the whole cost of living of themselves and their families, though it probably constituted a considerable proportion of such cost in the case of the menials and an appreciable, though lesser, proportion of such cost in the case of the karnam. In the case of the headman his salary can at no time have been more than an honorarium to cover his out-of-pocket expenses. As regards ryotwari areas, from the information before the Committee it would appear that the present salaries are comparatively most inadequate in the case of the menials. The Rs. 4 (in some cases and localities Rs. 6) that they get can nowhere approach a bare living wage; and the calls on their time, owing to the increasing complexity of district administration which sends to the villages a much larger number of officials to visit and inspect than formerly, prevent them from taking full advantage of any recent rise in the wages of agricultural labour. In several districts, it is reported that there is much difficulty in filling vacancies in the village menial staff notwithstanding the sentimental value attached to an hereditary post. In the case of the karnam the case is similar, though the grievances are not so acute and in all the more fertile districts, where the karnam's work is presumably greater, there appears to be no lack of candidates for a vacant post. The chief grievance of the village headmen appears to be the continuous calls made on their time by official visitors. Enhanced rates of pay are asked for by headmen mainly because of the idea that their dignity would suffer if the karnam or the menial received a higher rate. As a matter of fact, however, karnams are now generally paid at a higher rate than headmen. The Committee considers that, in the case of the karnam and the menial servants, their pay should be raised to an amount that will represent approximately the same proportion of their cost of living as their present pay did before the recent rise in the level of prices and that, as far as practicable, the calls on their time should be limited to give them a reasonable opportunity of supplementing their salaries by outside work. It recommends, therefore, that the pay of the village menial of all classes should be raised from Rs. 4 per mensem to Rs. 8 per mensem. In those towns where there are mills or factories, and in Malabar and South Kanara, it would fix the pay at Rs. 10 per mensem. It recommends that the pay of the karnam, whether he is the sole karnam or an assistant karnam, should be Rs. 15 per mensem all over the Presidency. It would fix a principal karnam's pay at Rs. 18 per mensem where there is one assistant karnam, and at Rs. 20 per mensem where there are two or more assistant karnams.

210. The Committee has considered the question whether some economy might not be effected by a redistribution of the karnam's charges which appear to have been fixed with too exclusive a consideration of the revenue payable. But it finds that, the village survey records and registers having been prepared for the units now constituted, any revision would probably result rather in confusion and additional expense than in saving. The Committee is disposed to think, however, that a reduction in the number of village menials might well be made in those villages where there are four or more vettis or four or more talaiyaris. The number of vettis has been fixed according to the beriz of the village, while, generally speaking, there



is less work than elsewhere in the more highly assessed villages where rice is practically the only crop grown and where the assessment is paid easily by comparatively well-to-do ryots. The number of the talaiyaris again has been fixed with reference to the population, while it is not generally true that the talaiyaris' work is greater in proportion to the population. The Committee recommends that Collectors of districts should be invited to submit proposals for the reduction of the menial establishment in the more numerously staffed villages of their districts.

211. As regards the curtailment of work the Committee recommends that a competent authority be appointed to scrutinize and simplify the various registers and returns now required to be maintained and prepared by the karnam. The present rules require a large number of details to be recorded separately for each field unit, i.e., survey number or subdivision number. Most of these details do not affect the revenue payable by the ryots but are required for statistical purposes. The Committee fully appreciates the importance of securing a high standard of accuracy in agricultural statistics, but it is disposed to doubt whether the results attained by the very laborious and meticulous methods prescribed in the Manual of Village Accounts possess a value in any way commensurate with the work involved. It feels that it ought to be possible to devise some better method of collecting the necessary information and that detailed accounts should only be required when the revenue payable is affected. In the case of the menials, their proper duties are set out in the Village Officers' Manual and the Committee can only suggest that a real effort should be made to confine the calls on them to the extent necessary for these duties. Every touring official is, the Committee believes, sufficiently provided with peons. Yet it is a matter of common knowledge that work that should be done by these peons, such as the carriage of records, tappal, etc., is often imposed on the village menials.

212. As regards the village headman, the Committee considers that it should be recognized that his salary cannot properly be regarded as pay at all but is an honorarium for out-of-pocket expenses. The Committee would leave the rates of honoraria at the amounts now paid. It is, the Committee considers, even more important in the case of the headman than of the menial or the karnam that he should not be required constantly to be in attendance on inspecting officials who may visit the village. The Committee recommends that it should be authoritatively laid down that the village headman is bound to call *suo motu* only on officers above a specified rank in specified departments. In other departments superior officers may have the authority to send for the headman by yadast if they wish to see him. Officers below the specified rank should be required to go to the village headman's residence or chavadi if they have official business with him.

213. It will be seen from paragraph 205 above that in villages having a beriz of Rs. 8,000 and more, one or more mouigars are employed to assist the village headman in the collection of revenue. The committee recommends the abolition of this class of village officer. It is not always, or even generally, the case that collection is difficult where the revenue is large. Where the Collector of the district considers that the collection work is difficult owing to the number of payees, absenteeism, or similar causes, he may be authorized to sanction the employment by the village headmen of one or more process-servers to assist him; but their cost should be completely defrayed by the levy of process fees. It should not be forgotten that it is the legal duty of every payer of land revenue to ascertain his dues and pay them at the proper date and that a demand notice is a process and not merely a bill, though often treated as such.

214. So far the Committee has been considering the case of village officers and menials in ryotwari tracts only. It appears to it that the case of similar officials in proprietary areas is on a somewhat different footing. In the case of the latter it cannot be reasonably maintained that their official duties are calculated to occupy their full time or indeed any considerable part of their time. The salaries at present paid them appear to the committee to suffice for the work they do for the State and the Committee does not recommend any increase in their case.

215. In the matter of travelling and subsistence allowances, the Committee observes that the rules, while declaring such allowances not ordinarily admissible, provide for the payment of a daily allowance to karnams when under training in

survey schools. There is a general complaint that village officers are often unnecessarily summoned from their village to attend at the taluk office. Were, however, travelling allowance to be granted to these officials for journeys to the taluk offices on duty, the number of safeguards that would be necessary to ensure that only journeys made in the public service should be paid for would probably result in the money not being drawn at all or in its not reaching the village official ultimately. It cannot be overlooked that the karnam has often to be summoned to the taluk office because of his own neglect or omission to make the prescribed returns, or to send in writing the information he has been asked for. The Committee, therefore, thinks that no useful purpose would be served by making a general rule that village officials should be entitled to travelling allowance for all journeys to the taluk office on the public service. But there are recognized occasions on which village officers and menials have to be absent for appreciable periods from their villages on the public service. For the karnam, attendance at survey classes is one such occasion; and it is provided for by the existing rules. The other occasions are *first*, for all village officers and menials the time of jamabandi, and *second* for karnams only, the closing of the village accounts after the end of the fasli year. For attendance at jamabandi the Committee recommends that village officers and menials should receive fixed sums towards their expenses according to the following scale irrespective of the exact number of days they attend or the distance they have come:—

	RS.	A.	P.
Village headman .. .. .	10	0	0
Karnam .. .. .	5	0	0
Each menial .. .. .	2	8	0

For attendance at the taluk office to close his accounts the karnam should, the Committee considers, be paid towards his expenses a fixed sum of Rs. 5 irrespective of the number of days of attendance.

216. The Committee does not recommend that travelling allowance should be granted ordinarily for other journeys made by village officials. If, however, karnams or any other village officials are specially summoned away from their villages for some special work such as, for example, to prepare draft electoral rolls, the Committee recommends that the Government should consider, when issuing the order requiring such work to be done, whether a fixed sum should not be sanctioned to each village official for his expenses.

217. In every case where travelling allowance is paid to village officials, arrangements should, the Committee thinks, be made for the money being disbursed to the individuals to whom it is due before they return to their villages, and, if practicable, in the presence of a superior officer, e.g., the officer in charge of the training school in the case of survey classes, the jamabandi officer in the case of jamabandi, the Divisional officer in the case of the closing of the accounts, and the officer in charge in the case of special work.

## CHAPTER XIV.

*The General Directions in which any increased cost that may be necessary can be met by a reduction in numbers or in any other way.*

218. The Committee will at once state that it has neither received, nor been able to formulate, any proposals calculated to effect any substantial financial savings.

219. As indicated in its remarks at the beginning of Chapter X above, the Committee finds that in the case of the older departments of the public service increases of staff and salaries have been sanctioned only after prolonged discussion and financial criticism. The Committee can find no evidence of extravagance in the numbers of the staffs of these departments and it will be seen that it has been obliged in several cases to recommend substantial increases of pay. In the case of the newer departments, these have been constituted to deal with what may be called development subjects, and the progress of the country demands that expenditure on these departments should increase with the expansion of the sphere of their activities.

220. The Committee fully realizes that the acceptance of its recommendations will involve very considerable additional recurring expenditure. It has, therefore, restricted its proposals in every case to the lowest standard compatible with efficiency in the present economic conditions of this Presidency. It is hoped that the coming division of resources between the Imperial and Provincial Governments will provide the Local Government with sufficient funds to give effect to the proposals.

221. Some minor economies in particular departments the Committee has been able to suggest (e.g. paragraphs 76, 190, and 210). It will now refer to some other more general but still minor directions in which some saving appears to be practicable without loss of efficiency.

First as regards clerical establishments the Committee understands that the prevailing system of office routine has been exhaustively examined by an officer on special duty (Mr. A. R. Loftus-Tottenham) and that his proposals for saving of labour and reduction of establishment are under practical trial. The Committee, therefore, need do no more than refer to this matter as one direction in which some saving may be effected.

Next, the Committee has received from more than one quarter the suggestion that the staff of menial servants, in particular, peons, in many offices is in excess of actual requirements. The Committee agrees in this view. It is not certain whether the matter has not already been dealt with by Mr. Tottenham whose report the Committee has not been able to consult; but in any case the Committee would suggest that the reduction of menial establishments in Government offices should be specially examined by competent experts. The Committee would generally lay down that the head of an office who has not to tour should not require more than three peons, and that for Gazetted officers of lower rank one peon should suffice. For touring officers (other than district officers) one or two more peons might be allowed. District officers who have to camp in out-of-the-way places and may have a comparatively large camp equipment and office to carry will require more, but it seems to the Committee that the twelve or more peons allotted to a District Collector is excessive in the circumstances of the present day.

Apart from dispensing with unnecessary numbers, some economy might, the Committee thinks, be effected by the more extended use of boy messengers in the place of adults, particularly in large offices in the Presidency town and at district headquarters. In small offices and more out-of-the-way places conditions are probably not yet suitable for this innovation.

222. The Committee would also suggest that reductions might be made in the number of Police constables allotted to district and sub-divisional Magistrates as orderlies. The general impression the Committee has gathered about such orderlies is that they serve no very useful purpose.

## CHAPTER XV.

*Summary of Recommendations.**Chapter II.—Starting pay of clerks, copyists and peons.*

(i) The minimum starting pay of a clerk and of a peon at the normal rates of the present day should be Rs. 30 per mensem and Rs. 12 per mensem respectively in the mufassal and Rs. 35 and Rs. 15 per mensem respectively in Madras Town (paragraphs 14 and 15 of Report).

(ii) Each peon in Government service who is not supplied with livery should be given annually two dhotis and two jackets of material suitable to the locality where he works (paragraph 15).

(iii) The Committee's recommendations regarding clerks and peons should be applied to all Government subordinates employed wholly or mainly on clerical work in the one case and to menial attendants other than village servants and those paid from contingencies in the other (paragraph 20).

(iv) Where a copyist is fully employed, his remuneration should not average less than Rs. 30 per mensem; and the cost should be met from fees levied for copying work, the present scale of fees being raised if necessary (paragraph 22).

(v) Increases of salary to be granted in the scheme of general revision should not be proportionate with the amount of salary but should be less, the higher the salary (paragraph 23).

*Chapter III.—Upper and Lower divisions in clerical service.*

(vi) A division of clerical establishment into Upper and Lower divisions is not recommended. But in departments where the clerical staff is the main field of recruitment for the executive service in the lower grades there should be provision for introducing into the clerical staff men with better educational qualifications than those likely to accept service on Rs. 30 per mensem (paragraph 35).

(vii) University degrees should not be prescribed as a standard or passport for the purpose of entry into Government service; and a Civil Service Commission or some similar Government organization should determine who are the possessors of the needed superior qualifications and initial salary for them in each department (paragraph 35).

(viii) Pending the organization of the agency referred to in clause (vii), the power of heads of departments to make first appointments to clerical posts above Rs. 30 per mensem should remain unfettered (paragraph 35).

*Chapter IV.—Elementary School Teachers and stipends to Teachers under training.*

(ix) Rs. 30 per mensem should be the minimum pay of a fully qualified teacher in an elementary school, war and capitation allowances being withdrawn (paragraph 39).

(x) All elementary school teachers should in time be men qualified by the higher elementary grade; and to them the minimum of Rs. 30 per mensem should apply (paragraph 40).

(xi) Assistance should be given to local bodies from Provincial revenues to enable them to raise the standard of qualifications and salaries of elementary school teachers in their employment. All existing elementary teachers should be given war allowances at general rate of Rs. 6 at cost of Provincial funds (paragraph 40).

(xii) If salaries of trained teachers are fixed at adequate rates, the present scale of stipends may be sufficient for its legitimate purpose and need only be increased where experience shows such increase to be necessary in order to attract the desired class of student (paragraph 44).

*Chapter V—Typewriting and Shorthand in offices.*

(xiii) Typewriting should form part of the ordinary qualifications of a clerk; junior clerks should be required to learn typewriting as a condition of their retention in public service. Facilities should be provided therefor, but no extra pay need be given (paragraph 51).

(xiv) In offices where good shorthand writers are required, men should be specially recruited and paid special salaries, the general standard suggested being Rs. 70–10–150. Existing arrangement of granting shorthand allowances to clerks as an inducement to get them to learn enough of shorthand for the purpose of occasional work to be continued (paragraph 52).

*Chapter VI—Housing of clerks and peons.*

(xv) As a general rule Government should not undertake to provide houses or quarters for their clerks or menial servants and provision by the Government of housing accommodation should be restricted to cases where circumstances compel such provision; in all other cases Government action may be directed towards removing obstacles and difficulties that may impede the full development of private enterprise (paragraph 60).

(xvi) Salaries of clerks and peons should be fixed at rates sufficient to cover normal rates of house-rent: temporary house-rent allowances may be paid in particular localities where it is established that private or co-operative enterprise in house-building is impeded by removable causes, till measures can be taken to remove these causes (paragraph 60).

(xvii) The concessions in the matter of housing to be granted in cases where clerks and menials are required in public interests to live on or very near the premises where they work are specified [paragraph 61 (1)].

(xviii) The procedure to be followed in cases where there is no prospect of private or co-operative enterprise supplying the need in respect of houses in any reasonable period, viz. Agency tracts, outlying mufassal stations and at Madura, Trichinopoly and Coimbatore is specified [paragraph 61 (2)].

(xix) In Madras city, provision of Government quarters for peons and clerks or grant of special allowances to them is not required. Government should encourage the extension of tramways in the suburbs and particularly at the present moment to Saidapet and they should liberally support house-building on a co-operative basis by grant of loans and in exceptional cases by acquiring land under the Land Acquisition Act and making it available for house-building. Similar measures to be adopted in mufassal towns where house accommodation is now scarce and unduly expensive [paragraph 61 (3)].

*Chapter VII—Travelling allowance rates.*

(xx) Having regard to the high cost of living, the travelling allowance rules should make provision to meet the extra cost of living that officials have to incur when travelling as well as the cost of transport (paragraph 63).

(xxi) Daily allowance rates to be enhanced as follows: six annas for every Rs. 25 of pay subject to a maximum of Rs. 4½ for second class officers, four annas for every Rs. 12½ of pay subject to a minimum of 8 annas and a maximum of Rs. 1½ for third class officers, six annas for inferior servants, Rs. 2 for Tahsildars, Rs. 1½ for Deputy Tahsildars, Sub-Magistrates, 12 annas for Revenue Inspectors, and by 50 per cent generally in other cases. Routine clerks on scale of Rs. 30—1—60 to get daily allowance at 12 annas (paragraphs 64 and 65).

(xxii) Alteration in definition of 'day' recommended so as to permit of daily allowance for halt after railway journeys, in cases where it is not now admissible (paragraph 66).

(xxiii) Mileage rates to be six annas for second class officers, three annas for third class officers, and two annas for fourth class officers and daily allowances and mileage at enhanced rates to be granted in addition to mileage for all road journeys of over five miles' distance by road (paragraph 67).

(xxiv) Substitution of permanent travelling allowances for ordinary travelling allowances in cases where officers have to tour frequently recommended (paragraph 71); and general principles laid down for application by heads of departments as to the cases where permanent travelling allowance should be adopted and the calculation of the amount (paragraph 72).

(xxv) The enhancement of horse or conveyance allowances recommended and the cases where such allowances should be granted specified. Government advances to be given to all employees above the rank of peons for purchase of bicycles and other conveyances, if possession of such conveyances would promote their efficiency, coupled with a proposal that the keep of a horse (and pony) should not be required in any case where a bicycle could possibly suffice. In the case of Police subordinates, the horses to be provided and kept at the cost of Government (paragraph 75).

(xxvi) Economy might be effected by curtailing the list of special travelling allowances in special localities; a detailed examination of the matter by experts recommended (paragraph 76).

*Chapter VIII.—Incremental or time scale and grade pay.*

(xxvii) An incremental scale of pay should be attached in each office to those clerical posts the duties of which are mainly mechanical and routine; the pay to be Rs. 30—1—60 in the mufassal and Rs. 35—1—65 in Madras. Other clerical posts should be on a graded scale in all large offices and where there are prospects of promotion it should apply to higher ministerial or to executive posts (paragraph 84).

(xxviii) In small offices with little or no prospects of promotion, and in the case of individual clerical appointments where there are special reasons for retaining a man in the appointment for a considerable period, e.g., cashkeeper's post, a more extended incremental scale should be adopted (paragraph 84).

(xxix) For subordinate executive staff, the cases where a time-scale, or a system of incremental pay at different grades may be applied, are specified (paragraph 87).

*Chapter IX.—Appropriate salaries for men of the grades of Revenue Inspector, Deputy Tahsildar and Tahsildar.*

(xxx) While the actual scale in each department should be fixed with reference to the circumstances special thereto, generally officers of the grade of Revenue Inspector should get about Rs. 60 per mensem, those of the grade of Deputy Tahsildar about Rs. 150 per mensem and those of the grade of Tahsildar about Rs. 250 per mensem (paragraph 89).

*Chapter X.—Comparison of the salaries paid in different departments to officers of the grades 'corresponding' to Revenue Inspectors, Deputy Tahsildars and Tahsildars.*

(xxxi) *Revenue Department.*—Pay of Revenue Inspectors should be fixed at Rs. 50—5—75 and of the Land Records Deputy Surveyors at Rs. 30—1—60 (paragraph 94). Stationary Sub-Magistrates should be treated as of the same status as Tahsildars and listed together with Tahsildars on grades of Rs. 275, Rs. 250, Rs. 225, Rs. 200 and Rs. 175; Deputy Tahsildars in charge of portions of taluks and exercising magisterial powers therein to continue on Rs. 125 and Rs. 150. If this improvement which the Committee strongly recommends be considered inexpedient, Stationary Sub-Magistrates should be on an incremental pay of Rs. 150—10—250 with a few selection posts on Rs. 275 to which appointments would be made by Government on the recommendations of District Magistrates (paragraph 95).

(xxxii) *Revenue Survey Department.*—An incremental scale of pay is suitable in this department. The pay for Deputy Surveyors should be raised to Rs. 30—1—60, this rate being applied also to Town Surveyors; the pay of Head Surveyors should be fixed at Rs. 75—5—125 and of Sub-Assistants at Rs. 150—10—250 (paragraph 98).

(xxxiii) *Revenue Settlement Department.*—Classifiers should be paid Rupees 30—1—60 like Deputy Surveyors, and Head Classifiers Rs. 60—1—70. It is not necessary to raise the pay of Supervisors and Uncovenanted Assistants (paragraph 100).

(xxxiv) *Separate Revenue Department.*—Pay of Sub-Inspectors should be raised by Rs. 10 to Rs. 50, Rs. 60, Rs. 70 and Rs. 80. For Assistant Inspectors there should be a new grade on Rs. 200 and they should be equally divided in the four grades of Rs. 125, Rs. 150, Rs. 175 and Rs. 200. The grade system of pay should be retained in this department (paragraph 103 of report).

(xxxv) *Forest Department.*—Pay of Foresters which has been recently fixed requires no alteration. For Forest Rangers no alteration of pay is proposed. This department like the Salt Department is one in which a time-scale or incremental scale would be unsuitable (paragraphs 105–106 of report).

(xxxvi) *Registration Department.*—Pay for Sub-Registrars should be fixed on a time-scale in two stages of Rs. 50—5—100 and Rs. 100—10/2—150. For Probationary Sub-Registrars the pay of Rs. 20 and Rs. 25 which they now get at two different stages should be raised to Rs. 30 and Rs. 35 respectively (paragraphs 108 and 109 of report).

(xxxvii) *Judicial Department.*—Amins should be paid Rs. 30 to Rs. 50 in grades; the extra cost involved should be met from process-fees, the rates being revised if necessary (paragraph 111 of report.)

(xxxviii) *Police Department.*—Present scale of pay for Sub-Inspectors of Police in the mufassal is adequate; and grade pay should continue. Sub-Inspectors not provided with Government quarters should be paid a house-rent allowance not exceeding 10 per cent of their average salary (Rs. 7), or rent actually paid by them, whichever is less until quarters are provided for them. Inspectors of Police in the mufassal should continue on graded pay and the present scale of pay is adequate (paragraph 116 of report). The remarks of the Committee regarding mufassal subordinates apply *mutatis mutandis* to city police officers (paragraph 117 of report).

(xxxix) *Jail Department.*—Existing rates of pay adequate for Jailors and Deputy Jailors in Central and District Jails (paragraph 121 of report).

(xl) *Educational Department.*—If Supervisors of Elementary Schools are to be retained, their salaries should be revised so that the average may approach more nearly to the standard of Rs. 60 (paragraph 123 of report). Sub-Assistant Inspectors of Schools should be placed on a time-scale of Rs. 75— $\frac{1}{2}$ —150— $\frac{2}{3}$ —250; and subordinate collegiate service on a time-scale of Rs. 100— $\frac{1}{2}$ —175— $\frac{2}{3}$ —250 (paragraph 126 of report).

(xli). *Medical Department.*—The charge allowance of Rs. 10 per mensem admissible to Sub-Assistant Surgeons holding sanctioned posts should be abolished and merged in pay; the system of allowances paid to these subordinates cannot generally be condemned. A pay of Rs. 75—5—175 is recommended for them which is inclusive of the present uniform charge allowance of Rs. 10, but not of allowances payable in unhealthy or specially expensive localities. The Committee recommends that, if the liberal scale of pay proposed by them is accepted, the list of other allowances should be carefully scrutinized by competent authority, such as the Surgeon-General, and retrenchment effected in cases where strong justification does not exist, e.g., occasional instruction in first aid, occasional visits to a Leper settlement, or a Criminal Tribes settlement (paragraphs 133 and 134 of report).

(xlii). *Sanitation Department.*—A time-scale pay of Rs. 60—2—100 is recommended for Deputy Inspectors of Vaccination (paragraph 138 of report).

(xliii). *Agricultural Department.*—It will be probably found expedient to revert to a simple time-scale when the department is more fully developed and the staff more completely recruited (paragraph 141 of report). As regards scales of pay, the Committee considers the present scales adequate (paragraph 143 of report).

(xliv). *Veterinary Department.*—The Committee sees no reason to doubt the adequacy of existing scales of pay for Veterinary Assistants and Veterinary Inspectors. A simple time-scale would appear to be more suitable than the grades of incremental scales in force: but, the latter having been sanctioned recently, no change is recommended (paragraph 146 of report.)

(xiv). *Co-operative Societies.*—For Inspectors of Co-operative Societies a pay of Rs. 40 rising by some sort of time-scale to Rs. 80 would be suitable. For higher executive subordinates a scale of Rs. 60 or 80 to start with rising to Rs. 150, or the

present three grades of Rs. 60—2—80, Rs. 80—4—100 and Rs. 100—10—150 seem adequate. The travelling allowances of the Inspecting staff of this department might appropriately be in the shape of fixed monthly allowances (paragraphs 152—153 of Report).

(xlvii) *Public Works Department.*—For Lower Subordinates a time-scale of Rs. 50—2—100 is recommended. For Overseers, a scale of Rs. 75—5—125 and for Supervisors a scale of Rs. 150—5—200 is proposed (paragraph 165 of Report).

(xlviii) *Minor Irrigation Staff.*—The pay of the subordinates of this department should not be less than that of their fellows in the Public Works Department. For Sub-Overseers, a scale of Rs. 50—2—100 and for Supervisors a scale of Rupees 150—5—200 is proposed (paragraph 170 of Report.)

#### *Chapter XI.—Grain compensation allowance rules.*

(xlix) Grain compensation allowance should be payable at the discretion of the Local Government whenever rice, the most general staple food-grain, sells at two measures or less for the rupee. The amount of the allowance should be Rs. 5 per mensem, the equivalent of ten measures at two measures for the rupee and it should be payable equally to all full-time Government servants drawing a salary not exceeding Rs. 60 per mensem (paragraph 175 of Report).

#### *Chapter XII.—Special allowances.*

(l) It seems to the Committee that there are serious practical objections to any scheme that aims at wholly eliminating extra allowances by merging them in uniform rates of pay, and on the whole it is sound policy to compensate subordinate officials for marked differences in work or for living in special and expensive localities by a system of allowances (paragraph 180 of Report).

(i) There are cases where duty allowances now granted can be amalgamated with pay; heads of departments should be instructed to submit proposals to this end where this will not entail certain disadvantages. Duty allowances drawn by subordinates of those departments, which will be benefited by the adoption of improved scales of pay recommended by the Committee, should be reviewed very carefully by heads of the departments and those allowances withdrawn that cannot be justified by a real increase of work (paragraph 181).

(ii) Shorthand allowances should be treated as duty allowances, confidential allowances granted to typists should be abolished and teaching allowances should be granted only to those who attend to teaching in addition to executive work, and not to officials who are employed as whole-time teachers (paragraph 182 of Report).

(iii) Area or locality should not be the sole deciding factor in the matter of grant of local allowances; nature of duty performed may justify that concession; localities in which local allowances will have to be given are for decision in each case as it arises. The question of granting preference to one department over another in the matter of these allowances does not arise, owing to the differences existing in the same departments or offices. There is no necessity to prescribe a uniform standardization of local allowances applicable to all offices and to all departments. Correlation may be secured by laying down maximum scales in each locality; but allowance to be granted in each department should be decided on its merits (paragraph 186 of Report).

(iv) If Salt department officials are declared eligible for travelling allowance for ordinary journeys within jurisdiction, the local allowances now granted to them in some cases may be discontinued (paragraph 187 of Report).

(v) Policy to be followed in the matter of grant of local allowances to Forest officials suggested by the conference of Conservators of Forests is approved (paragraph 188 of Report).

(vi) Conclusions of the conference of the Agents to the Governor in Ganjam, and Vizagapatam and Government Agent, Godavari, regarding local allowances in Agency tracts are generally accepted (paragraph 189 of Report).

(vii) A suggestion is made that local allowances in exceptional localities like the Agency tracts and other hill ranges such as the Wynad, the Nilgiris, Palni, etc., be examined by officers of local experience as in the Agency (paragraph 190 of Report).



*Chapter XIII—Village Officials.*

(lvii) Pay of village menials of all classes should be raised from Rs. 4 to Rs. 8, and to Rs. 10 in towns with mills and factories and in Malabar and South Kanara (paragraph 209 of Report).

(lviii) Pay of the karnams and assistant karnams should be Rs. 15 per mensem all over the Presidency, except in places where there are two or more karnams, in which case the principal karnam should get Rs. 18 where there is one assistant karnam, and Rs. 20 per mensem where there are two or more assistant karnams (paragraph 209 of Report)

(lix) Collectors of districts should be invited to submit proposals for the reduction of the village establishment in the more numerous staffed villages of their districts (paragraph 210 of Report).

(lx) A competent authority should be appointed to scrutinize and simplify the various registers and returns now required to be maintained and prepared by the karnam (paragraph 211 of Report).

(lxi) A real effort should be made to confine the calls on the village menials to the extent necessary for the performance of their proper duties as set out in the Village Officers' Manual (paragraph 211 of Report).

(lxii) Steps should be taken to emphasise the honorary character of village headmen's posts. The rates of honoraria now paid to them to remain unaltered (paragraph 212 of Report).

(lxiii) Village monigars should be abolished (paragraph 213 of Report).

(lxiv) No increase of pay recommended for village officers and menials in proprietary areas (paragraph 214 of Report).

(lxv) For attendance at jamabandi, village officers and menials should receive fixed sums towards the expenses incurred by them, irrespective of the number of days of their attendance or the distance from which they have come, according to the following scale:—village headman Rs. 10, karnam Rs. 5 and each menial Rs. 2½. For attendance at the taluk office to close his accounts the karnam should similarly get Rs. 5 (paragraph 215 of Report).

(lxvi) While no travelling allowance should be granted for the ordinary journeys made by village officials, for special journeys, such as may have to be undertaken by them in connexion with special work, e.g., preparation of draft electoral rolls, Government should consider whether a similar fixed sum should not be paid to each village official for his expenses (paragraph 216 of Report).

(lxvii) In cases where travelling allowance is paid to village officials arrangement should be made for disbursing the money to the individuals before their return to the villages in the presence of a superior officer if practicable (paragraph 217 of Report).

*Chapter XIV.—Suggestions for meeting the additional expenditure involved.*

(lxix) Reduction of menial establishments in Government offices suggested: the subject should be specially examined by competent experts (paragraph 221 of Report).

(lxx) A more extended use of boy messengers in the Presidency town and at district headquarters recommended (paragraph 221 of Report).

(lxxi) Reduction suggested in the number of Police constables allotted to District and Subdivisional Magistrates as orderlies (paragraph 222 of Report).

N. E. MARJORIBANKS,  
M. RAMACHANDRA KAO,  
(subject to a note).  
V. K. RAMANUJA ACHARI,  
N. M. OOSMAN,  
J. H. THONGER,  
T. NAMBERUMAL CHETTI,  
(subject to a note).

31st March 1920.  
FORT ST. GEORGE.

*Note by Diwan Bahadur M. Ramachandra Rao Pantulu Garu.*

I am unable to agree with the conclusions of my colleagues in regard to the recruitment of graduates on a higher initial salary for an upper service. In the first place I doubt whether it is open to us to go into the question of the propriety of the division of the Public Service into an upper and lower service. As I understand the terms of the reference we have been asked to decide on the appropriate starting pay of clerks and typists, and we have also been asked to examine the question of the provision for the recruitment of graduates at a higher initial salary in an upper division. Our main duty therefore was to fix the pay of the two classes of officers differently qualified. In fact point No. 3, in the terms of reference assumes the existence of an upper division and we are asked to report what higher initial salary should be given to the graduate to be recruited into that upper division. To my mind therefore the conclusion of my colleagues that "they do not recommend the division of clerical establishments into upper and lower divisions" is against the assumption made in the terms of reference. Be this as it may, I am unable to agree with my colleagues on the merits of the question and with the specific grounds on which their conclusion is based. The recruitment of graduates on a higher initial salary has been urged, at any rate, since 1886, when the Public Services Commission examined the organization of the public services in this Presidency. I need not refer to the history of this subject in detail, but the various stages in the discussion on this subject during the last thirty years cannot be forgotten. Much of the efficiency and purity of the public services at the present day is due to the large recruitment of the graduate class and I will not do anything which will tend to discourage this class of men from entering the public service if they are so minded. Moreover the organization of public services in other countries and the rates of pay are fixed with reference to recognized qualifications. My colleagues admit that a large portion of the subordinate executive service has to be recruited from the clerical ranks and that "men with higher educational qualifications cannot be attracted to these executive posts on the initial starting pay recommended and that a higher minimum salary than Rs. 30 per mensem would be necessary". They are averse to defining those qualifications as the possession of a University degree and they make a reference to the Calcutta University Commission. They express agreement with the view of the Commission that University degrees should not be prescribed as a standard or passport for the purpose of entry into Government service and that a Civil Service Commission or some other Government organization should determine who are the possessors of the needed superior qualifications and what their initial pay should be in the case of each department. While I am generally in agreement with the views of the Commission on the subjects, I must point out the qualified manner in which the Commission put forward their views. They advocated a real reform of the University system and expressed the opinion that the introduction of another set of examinations before this reform is effected would be disastrous. Under these circumstances and before any reform of the University system is effected and without any alternative machinery in existence for defining 'the men with better educational qualifications' than those likely to accept Rs. 30 per mensem and for selecting these men for the public service under a different system of recruitment, I am unable to condemn the existing system of the division of the service into upper and lower service and to say that the qualifications prescribed by the present rules are not satisfactory. I therefore suggest that the pay of a graduate for an upper division should be at least Rs. 50.

2. I am also of opinion that the pay of village headmen should have been raised along with other classes of village officers. My colleagues state that the pay of the headmen is an honorarium for out-of-pocket expenses and several district officials have stated that the post is much sought after and that therefore there need be no increase. Whatever the theory, the village headman is regarded as a paid servant and has to be at the beck and call of every subordinate official notwithstanding any number of injunctions to the contrary.

27th March 1920.

M. RAMACHANDRA RAO.

*Note by the Hon'ble Rao Sahib T. Namberumal Chetti Garu.*

I agree with the decisions of the Committee in general except in the following three points: I consider the minima recommended are low, understanding G.O. No. 766, Financial, dated 24th October 1919, paragraph 2, last sentence, to mean that the Government was already aware that Rs. 30 was low considering the present prices. I therefore suggest that Rs. 5 more may be added in the towns of Madura, Madras, Trichinopoly and Calicut and Rs. 5 to the rest of the departments in the mufassal.

2. In recruiting clerks for the upper division or superior service, preference should be given to graduates.

3. For clerks and peons in the City of Madras, I am of opinion that the Government should take up the construction (even though it be huts) of houses for the three thousand men, in case the special committee appointed by the Government recommends otherwise.

*31st March 1920.*

T. NAMBERUMAL CHETTI.

# REPORT

OF THE

TELEGRAPH COMMITTEE (1920)

**ERRATUM.**

In page 4, paragraph 7, line 19, *omit* the words "including women" after the word "telegraphists".

FROM

THE PRESIDENT AND MEMBERS OF THE  
TELEGRAPH COMMITTEE,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,  
DEPARTMENT OF COMMERCE.

*Dated Delhi, the 17th March 1919.*

SIR,

With reference to the Resolution of the Government of India in the Commerce and Industry Department, No. 1050-D., dated the 13th February 1920, we have the honour to submit the following report regarding the enquiry we were directed to hold into the question of pay and conditions of service of the Telegraph Staff.

2. The terms of reference to us were to enquire:—

- (1) What rates of pay and allowances are suitable for:—
  - (a) General Service Telegraphists ;
  - (b) Local Service Telegraphists ;
  - (c) Women Telegraphists ;
  - (d) Clerical establishment in departmental telegraph offices ;
  - (e) Delivery establishment in departmental telegraph offices ;
- (2) If the pay of the supervisory staff, namely Deputy Superintendents, Telegraph Masters, Inspecting Telegraphists, and Technical Supervisors needs revision.
- (3) If uniform rates of pay are fixed for the above classes of officials in whatever part of India they may be, is any revision in the present scale of house-rent allowances, which are granted in lieu of free quarters, necessary specially in the presidency towns or any other particular localities, and are house-rent allowances to be extended to other classes of *employees* who are not at present entitled to them ?
- (4) Whether any alteration is required in the present conditions of service or in the scales of free accommodation laid down for different classes of the staff referred to above.
- (5) Whether any revision is necessary in the duty allowances now sanctioned for supervisory and other special work.

3. The grievances and claims of the staff are exhaustively stated in a Memorandum (a copy of which is enclosed) addressed to the Chairman of this Committee by the Indian Telegraph Association. Eliminating items such as those pertaining to pension and other matters, which are outside the scope of the terms of reference, the claims preferred are specified below:—

- (a) That the pay of Telegraphists, Telegraph Masters, and Deputy Superintendents should be substantially enhanced.
- (b) That local scale Telegraphists and Telegraph Masters should be abolished, the existing staff of the local scale being raised to the status and pay of the general scale.
- (c) That the pay of woman workers should be increased.
- (d) That the frequency of transfers, each of which results in pecuniary loss to the man transferred, is a cause of much felt hardship and should be checked.
- (e) That Deputy Superintendents should rank as officers of the 1st class under the Travelling Allowance Rules.
- (f) That promotion in the Subordinate Telegraph Service is excessively slow and should be accelerated.

- (g) That the number of Telegraph Masters is short of the sanctioned strength, and that an increase of the number of Deputy Superintendents is necessary.
- (h) That the pay of clerks should be increased.
- (i) That the pay of munshis should be increased.
- (j) That delivery peons should be granted an increase of pay proportionate to that granted to other branches.
- (k) That house-rent allowance should be increased, and that telegraphists and Telegraph Masters of the "local" scale should be admitted to it.
- (l) That exaction from the staff of overtime work in excess of the prescribed hours is a severe hardship which is on the increase and should be discontinued.
- (m) That the remuneration paid for overtime is insufficient and should be increased.
- (n) That the duties are not arranged with any regard to the convenience of the staff, more especially in the matter of meal reliefs.
- (o) That the number of hours of duty per week be reduced from 50 to 42, and the hours of attendance altered in such manner as to curtail the period of evening and night duty.
- (p) That an allowance of Rs. 20 a month should be granted to all Telegraphists who have passed the technical examination for promotion to Telegraph Master.
- (q) That special and supervisory allowances ranging from Rs. 10 to Rs. 50 should be increased to the uniform rate of Rs. 50.
- (r) That the personal allowance of Rs. 50 sanctioned for Personal Assistants to Directors, Telegraph Engineering, should be raised to Rs. 100, that being the allowance sanctioned for Personal Assistants to Postmasters-General.
- (s) That the pay of civilian telegraphists employed in wireless offices should be assimilated to that of Royal Engineer mechanists who do the same work.
- (t) That special locality allowances should be sanctioned for unhealthy and expensive stations.
- (u) That Provident Fund benefits should be enhanced, presumably in the form of a bonus such as that which the rules of the Railway Provident Funds allow.

4. The pay of telegraphists on the general scale is Rs. 75 a month rising in 19 years to Rs. 200 a month. The initial pay has been twice increased in recent years, once in 1908 when on the recommendation of the Telegraph Committee of 1906-07 it was put up from Rs. 40 to Rs. 50 a month, and again in 1919, when a further substantial increase of Rs. 25 a month was sanctioned. The maximum pay is practically the same as it was in 1865, the only increase over the pay to which a telegraphist as such could rise since 1865 being one of Rs. 5 which was sanctioned in 1919. Telegraphists on the local scale draw pay of Rs. 50 a month in the first year rising to a maximum of Rs. 130 a month in the 19th year. In this case also the increase sanctioned has been for the most part of initial pay which was raised from Rs. 27 to Rs. 35 a month in 1902, and to Rs. 50 a month in 1919. The maximum has not been increased at all since 1875. The class of woman telegraphist was created in 1907 and the pay then sanctioned has not been very materially altered since; it is Rs. 50 rising to Rs. 100 a month in Calcutta, Rangoon, Bombay and Karachi and Rs. 40 to Rs. 90 a month at all other stations. The proposal of the Telegraph Association and of all the witnesses who have appeared to give evidence before us, is that the pay of the general service telegraphist should be increased to Rs. 100 rising by annual increments of Rs. 10 to Rs. 250 a month; that local service telegraphists should be graded on the same pay as general service telegraphists; and that for woman telegraphists the pay should be raised to Rs. 75 rising by annual increments of Rs. 5 to Rs. 150 a month.

5. The question of the pay of general scale telegraphists is of great importance as they form the bulk of the signalling establishment, and we have given it very careful consideration. Our unanimous conclusion is that the minimum pay which was very substantially increased only a year ago, need not be further

increased except to the extent approximately of the war allowance which we think should be absorbed. We propose accordingly that the minimum should be fixed at Rs. 8 a month. The claim to an enhanced maximum is more difficult to deal with. On the one hand it is urged that Rs. 200 a month is a sufficiently liberal pay for work which does not require a very high order of intelligence or a very highly trained degree of skill, but on the other hand there is the fact that the maximum pay which a telegraphist can earn as such has remained practically at what it was 55 years ago. On the whole we think there is no refuting the argument that, in view of the increases granted to all other branches of the public service and the rise in cost of living and of wages of both unskilled and skilled labour in all trades and professions, a standard of pay which was adequate in 1865 is inadequate now, and we accordingly propose that the recommendation of the Telegraph Association and the request of the staff as stated by the representatives nominated by them, should be complied with and the maximum pay of telegraphists raised from Rs. 200 to Rs. 250 a month. We could strengthen the argument by comparison of the case with concrete examples of increases recently sanctioned for other services, but it seems unnecessary to labour the point; it is undeniable that an increase of 25 per cent. on a rate of pay introduced more than half a century ago is moderate, and that unless pay is substantially increased the deterioration in quality of recruit which has already taken place must continue. We do not, however, agree that the maximum should be attained in 15 years, and we suggest as suitable a scale rising from Rs. 80 by annual increments of 5 to Rs. 100 a month, and thereafter Rs. 100 rising by annual increments of Rs. 10 to Rs. 250 a month. Further, we recommend that there should be an efficiency bar at Rs. 200, in order to preclude the further advancement of any telegraphist who is not expert or who by reason of character, conduct, or temperament, is deemed by the head of the Circle in which he is employed to be unfit to be permitted to rise to the maximum pay of his class. In the following statement the pay admissible year by year under the proposed scale is contrasted with that admissible under the present scale. The liberality of the former is apparent:—

Year of service.	Present.	Proposed.
	Rs.	Rs.
1	75	80
2	75	85
3	75	90
4	80	95
5	80	100
6	85	110
7	90	120
8	95	130
9	100	140
10	110	150
11	120	160
12	130	170
13	140	180
14	150	190
15	160	200 Efficiency bar.
16	170	210
17	180	220
18	190	230
19	200	240
20	200	250

NOTE.—Under present scale a telegraphist of recognised skill and of good character can earn a double increment in the sixth year of his services. In view of the more liberal graduation of the proposed scale a corresponding concession under it is not considered necessary.

6. As regards the "local" scale, which not being really local, is termed the circle scale in this report, it has been strongly urged by the Telegraph Association and by all the delegates who have appeared to give evidence before us that the organization of the operative and supervising staff, that is to say, of telegraphists and telegraph masters, should be altered so as to bring under identical conditions, in respect of pay and allowances, all men who are employed on precisely the same work and are equally efficient. It is contended that telegraphists on the circle scale are no less efficient than those on the general scale; that men who do the same work should get the same pay; that there is no essential difference in the conditions of service; that transfers are no less frequent in the circle than in the general scale; that losses on transfer, which



spring mostly from the sale and repurchase of household requisites, rather than from actual travelling expenses, are no greater in the case of transfers outside a Circle than in that of transfers within a Circle, and that the two scales should be amalgamated, the circle merging in the general. We do not accept this reasoning unreservedly, but it is not without some force, and, in any case, from the point of view of the men of the circle scale, it is sufficiently cogent to cause a sense of unfair treatment to rankle. It would in the circumstances, we think, be advisable to abolish the circle scale and we recommend that this may be done. We are not prepared, however, to support the proposition that the members of that service should be absorbed *en bloc* in the general scale and be granted pay and allowances accordingly. Such a step would entail very heavy additional expenditure, much of it, in our opinion, unnecessary expenditure.

7. A local service is less expensive than a general service, but it must be local in fact and not only in name; a service in which transfers are the rule is not local. There is no reason why in the Telegraph Department a service which is really local, one which offers immunity from transfer out of a particular town or station, should not replace, partially at any rate, the service which we propose to abolish. Employment which offers life-long residence at home has its value, and we recommend that such a service should be formed not only in the interests of economy, but also in order to attract to the department men who will not join it at present solely because they will not leave home; there are many such men, both Anglo-Indian and Indian, in the large towns, and there is already in the department, in the woman telegraphist class, the nucleus of such a service. In other words our suggestion is that the department should be divided into two sections, that is the present general service and a section designated the station scale, which, unlike the present circle service, should be really local. The latter should, we think, consist of a small part of the present establishment of the general and circle services and the whole of the woman telegraphist staff employed in the towns in which the station service is formed. The present sanctioned strength of the staff of telegraphists, including women, is 3,268 including 129 women telegraphists, of which the number on the general scale is 1,925, on the circle scale 1,249, and in the Engineering Branch 94. It is proposed that the future organization shall consist of the two classes, general and station, the number in each class being placed, at the outset at any rate, at approximately  $\frac{1}{2}$  general and  $\frac{1}{2}$  station.

8. The circle scale would gradually disappear as the men now on it who are not absorbed either in the general scale or the proposed station scale, left the service, but it is necessary to provide for those who remain on the scale during the period of transition. We recommend in their case enhancement of pay on terms similar to those proposed for the general scale. The following statement shows the proposed scale and contrasts it with the existing scale:—

Year of service.	Present.	Proposed.
	Rs.	Rs.
1	50	55
2	50	60
3	50	65
4	55	70
5	55	75
6	60	80
7	65	85
8	70	90
9	75	95
10	80	100
11	85	105
12	90	110
13	95	115
14	100 Efficiency bar.	120
15	105	130 Efficiency bar.
16	110	140
17	115	150
18	120	160
19	130	170
20	130	180

9. For the proposed local (that is station) scale we suggest that telegraphists stationed in Calcutta, Rangoon, Bombay and Madras should be paid at more liberal rates than those in the mofussil. The scales proposed are, for the former, Rs. 70—5—160, and for the latter, Rs. 60—5—150 with efficiency bars in both cases at the tenth year of service. We also recommend that men and women on the station scale should be paid alike. It is generally admitted in the Department that women compare very favourably as telegraphists with men, and evidence has been produced before us which shows that the payments which women can make out of their present salaries to Young Women's Christian Associations and similar Institutions are not sufficient to cover the cost to the Institutions of their maintenance. It is true that whereas men can be, and are, required to work either by day or by night, women's hours of work are, and must continue to be, restricted to hours of daylight, but against this there is the fact that women, because they are only day workers, put in an average of longer attendance. The one may in fairness be put against the other, and women, who are of at least equal value to the Department, be placed on an equality with men as regards pay. Members of the station scale should be engaged for purely local service that is, they should not be subject to transfer, but all except the women should be required to undertake liability for field service or transfer in time of war or national emergency. During the period for which, on such transfer, they are employed away from their stations they should be allowed general scale pay and such other concession as may be sanctioned for men on the general scale working under similar conditions. The pay proposed for this service is consolidated and no local allowance, other than the Burma allowance drawn by the staff in Rangoon, or house-rent should be allowed to it. The saving on house-rent allowances to this staff, which will consist of 1-5th of the entire establishment, will be considerable and, moreover, the constitution of such a service, if it can be successfully established, will very greatly reduce the cost of the scheme for the construction of quarters which we have recommended elsewhere in this report. This reduction will be much larger than the proportion of 1-5th of the entire strength which the station scale represents, in that the places in which the accommodation required will be reduced are those at which quarters will cost most. The local scale should have its own leave reserve, distributed among the offices in which that service is formed, so as to prevent transfers of men of the general scale to replace absentees who belong to the local scale.

We recommend that local scales be sanctioned in the first instance for the following places with, approximately, the number of appointments quoted against each :—

Calcutta	.	.	.	.	.	.	.	.	.	190
Bombay	.	.	.	.	.	.	.	.	.	170
Rangoon	.	.	.	.	.	.	.	.	.	60
Madras	.	.	.	.	.	.	.	.	.	150
Agra	.	.	.	.	.	.	.	.	.	80
Lahore	.	.	.	.	.	.	.	.	.	50
										700

and that in addition a sprinkling of men and women totalling about 150 be engaged for station service at other places at which volunteers for station service are forthcoming. Telegraphists, male and female, employed on the station scale at such places should be paid at the rates proposed for the local scale at Agra and Lahore.

10. We express no opinion regarding the request of the Telegraph Association that civilian telegraphists employed in wireless stations should be paid at the same rate as military mechanists recruited in England. The whole subject of the organization of the wireless system in India is, we believe, under separate consideration, and the case of civilian telegraphists will doubtless be dealt with as part of any general scheme of re-organization which may be devised.

11. Transition from the present general to the proposed general and station scales should, we think, be effected on the following lines. The extra

men required for the enlarged general service should be drafted into it by transfer of qualified volunteers from the circle scale, and the initial recruitment for the station scale should similarly be effected by drafting into it volunteers from the general and circle scales, preference being given to the latter. The residue of the men now on the circle scale can be further absorbed in the general and station scales as vacancies occur.

12. This question of transfer is important and merits serious consideration. The undue frequency of transfers was stated by the Telegraph Committee of 1906-07 to have formed a cause of complaint by nearly every deputation of the establishment which appeared before them. Our experience has been much the same. Every witness, without exception, has complained of the hardship which transfers constitute. Such evidence as we have been able to collect indicates that transfers are much more frequent now than they were in 1906-07, and there is no doubt that they cause a severe strain on the slender resources of this large body of men. Of the witnesses who appeared before us several had been moved once a year on an average, and very few less than once in two years. The Committee of 1906-07 recognized the seriousness of this question even as facts then were, but they anticipated that remedy would be found in the circle scheme; that scheme has been in force for ten years, transfers are more frequent, and men on the circle scale complain no less than those on the general. The truth is the root cause of the evil is shortage of men, and until this cause is removed there cannot be any improvement. Offices, generally speaking, are working without a sufficient margin, and the administration carry on as best they can, strengthening one at the expense of another, and getting out of one difficulty by effecting a transfer only to find themselves face to face with another difficulty which can be overcome only by another transfer. These make-shift methods are unavoidable in emergencies, but as a regular feature of the permanent administration of a Department they are most objectionable; they harass the direction, enfeeble discipline and control, cause much unprofitable expenditure, and impoverish and demoralise the staff.

13. The Department is kept up to sanctioned strength and, this being so, the reason of the shortage only can be that the method of calculating the number of men required is incorrect. We have examined the question carefully and have come to the conclusion that the staff allowed is insufficient for the work. The basis of calculation for determining the number of telegraphists required is to assume that the sanctioned establishment of telegraphists in 1910 was right for the traffic of the year 1909-10, to allow one extra telegraphist for each 42,000 additional signalling operations per annum since then, and to add 12 per cent. to the result to form a leave reserve. This method seems unnecessarily complicated; 42,000 operations per telegraphist being the accepted basis, we do not understand why, in order to get the number required, it is considered necessary to go back to the year 1910 and calculate the addition required by taking the difference between the operations of that year and the estimated operations of the year for which the number of men is being fixed. Surely the obvious course is merely to divide the number of operations anticipated by 42,000: the result must give the number admissible, and also, if 42,000 is correct, the number required. This, however, is a minor matter. A much more important objection to the method of arriving at the required strength of the telegraphist establishment is that apparently it does not allow for any increase in the number of men required for non-operative work such as testing, watching repeaters, supervision of mechanical telegraphs, etc., which necessarily increases with the traffic. We understand that at present it is held that the quotient resulting from the division of the number of estimated signalling operations of the year by 42,000 represents the total number of telegraphists, both operative and non-operative, required. If this is so, there is undoubtedly a misapprehension which accounts largely for the shortage of staff. Mr. Newlands considered that the number of *operative* telegraphists required should be determined by taking the number of messages circulating hour by hour and allowing one operator for 20 messages per hour. Allowing for wastage caused by unavoidable overlapping of duties, the net outturn per operator per hour would, according to his standard, be between 18 and 19 messages. The present basis of calculation, if accepted *as the means of arriving at the operative staff only*, gives exactly the same result

inasmuch as 42,000 divided by 2,275, which is the number of hours an operator works in the year, is 18.46. It is improbable that it could ever have been intended that the staff should be fixed at a lower figure than that required for the outturn which Mr. Newlands accepted as a fair average, and we think therefore that there is no doubt that in calculating the number of telegraphists required the non-operating staff should be allowed for separately, and that in the fact that it is not so allowed is to be found the reason of the shortage which is in great part responsible for the prevailing discontent.

14. Careful examination of the case shows that for every 100 operating telegraphists added to the strength an addition of 24 non-operative telegraphists is necessary. A further objection to the present method of fixing the strength is that the leave reserve of 12 per cent. which is allowed is manifestly inadequate in that for absences due to privilege leave, casual leave and joining time alone, a reserve of about 17 per cent. is required, and the Department is one in which privilege and casual leave are, as a rule, taken to the full extent permissible. Leave on medical certificate also is fairly frequently taken. In the circumstances it is evident that a reserve of 20 or more per cent. is essential. An examination of actuals of a series of years bears this out, inasmuch as it shows that the actual average number of absentees per 100 operative telegraphists is 21. We accordingly suggest that the reserve be fixed at 20 per cent. of the number of telegraphists required for the work of the Department. Under these proposals the number of telegraphists to be sanctioned periodically would be determined as follows:—

- (a) Allow number of operative telegraphists obtained by dividing the estimated traffic of the year by 42,000.
- (b) To (a) add 24 per cent. on account of non-operative telegraphists.
- (c) Add, further, number of men required for engineering branch, *i.e.*, at present 94.
- (d) And, lastly, add 20 per cent. of (a), (b) and (c) on account of leave reserve.

15. Applying this method to the estimated traffic of 1920-21, namely, 100,652,133 signalling operations, the number of telegraphists required for the Department would be:—

- (a) 2,396 operating telegraphists.
- (b) 575 non-operating telegraphists.
- (c) 94 Engineering branch.
- (d) 613 telegraphists forming the leave reserve.

Total . . . 3,678

The present strength being 3,268 this will mean a substantial increase to the cost of the Department, but it is unavoidable if grounds for legitimate complaint by the staff are to be removed and the Department is to be worked efficiently: Moreover, the enhanced bill for pay will be substantially counter-balanced by resulting savings under overtime and travelling allowances. As regards the latter we are unable to support the request that the travelling allowance rules for journeys on transfer should be amended so as to provide specially for the signalling establishment. It would be difficult to justify the differentiation of the subordinate telegraph service from other subordinate services, and the remedy for the loss which is caused by frequent transfers is to reduce transfers as much as possible and not, as it were, tacitly to admit that transfers in this case must necessarily continue to be of exceptional frequency.

16. Previous to the re-organization sanctioned in 1908 there were three grades of Telegraph Masters, the first on Rs. 275, the second on pay of grade as signaller *plus* an allowance of Rs. 50, and the third on pay of grade as signaller *plus* an allowance of Rs. 25 a month. The maximum pay of the three grades thus amounted respectively to Rs. 275, Rs. 245, and Rs. 220. As a result of the re-organization, first grade Telegraph Masters became Deputy

Superintendents on Rs. 250—15—325, and the other two grades were amalgamated into a single grade on Rs. 200—10—250. In the re-organization of 1919 the pay of Telegraph Masters was raised to Rs. 250—10—280. Here, also, as in the case of telegraphists, the maximum pay which a Telegraph Master can draw as such has remained to all intents and purposes unchanged for very many years. The pay asked for by the Telegraph Association and the members of the Subordinate Telegraph Service who have appeared before us as representatives of the service is Rs. 275—10—325. We are unanimously of opinion that this should be sanctioned, and that the pay of Telegraph Masters of the present circle scale should, in accordance with the established custom of the Department, be correspondingly increased. The present pay is Rs. 180—10—210. We recommend that it should be increased to Rs. 200—10—250. For the proposed local scale proper, that is to say, the station scale, we recommend—

- (1) For Calcutta, Bombay, Madras and Rangoon Rs. 200—10—250.
- (2) For Agra and Lahore, Rs. 180—10—230.

17. The grade of Deputy Superintendent was created as a result of the recommendations of the Telegraph Committee of 1906-07. Previous to 1908 the highest appointment open to the subordinate service on the traffic side was that of Sub-Assistant Superintendent, Traffic, on a fixed pay of Rs. 350. The re-organization of 1908 sanctioned the abolition of the grade of Sub-Assistant Superintendent, Traffic, and the creation of three classes of Deputy Superintendent, the pay of which was Rs. 400—25—500, Rs. 325—15—400 and Rs. 250—15—325. In the re-organization of 1919, Deputy Superintendents were re-graded in two classes, namely, one on Rs. 400—20—500, and the other on Rs. 300—20—400. The Telegraph Association and the representatives of the subordinate staff ask that the pay of these two classes may be revised, the former being raised to Rs. 500—20—600 and the latter to Rs. 350—20—450. Having regard to the increases which, in consideration of the increased cost of living, have been given to officers of corresponding status in other services, we are unanimously of opinion that the request is not unreasonable and may be acceded to. It is also asked on behalf of Deputy Superintendents that they should be graded as officers of the first class under the travelling allowance rules. The increase of pay recommended for those in class I, if sanctioned, will of itself entitle them to first class travelling allowance. As regards those of class II we do not see our way to supporting the proposal to accord special treatment as we cannot see that there is any justification for the concession to Deputy Superintendents of more liberal travelling allowance than the Civil Service Regulations allow to officers of corresponding status in other Departments, *e.g.*, Deputy Collectors and Magistrates, Extra Assistant Commissioners, Deputy Superintendents of Police, etc.

18. There are grounds for the complaint of the staff that promotion of telegraphists is blocked, partly at any rate, in consequence of appointments of Telegraph Masters not having been made to the full extent permissible under the orders of the Government of India (letter No. 8505-118, dated the 16th November 1909), that the proportion of Telegraph Masters to operators, including signal-room clerks, shall be 1 to 9. Calculating the strength of Telegraph Masters on this basis the number required is 370. The present sanctioned strength being 335, an addition of 35 Telegraph Masters is necessary in order to raise the number of these subordinate supervising officers to the strength recognized by Government as that which the efficiency of the Department requires. We recommend that this increase be sanctioned. Appointments to the post of Deputy Superintendent also have not kept pace with the needs of the Department, and the contention of the staff that their just aspirations are adversely affected by the failure of the administration to provide the full number of appointments in this class is not without justification. In the letter which is above referred to the Government of India ruled that when the annual traffic of an office lies between 400,000 and 600,000 messages the office should be in the charge of a Deputy Superintendent, 2nd class, and that when the annual traffic is between 600,000 and 1,200,000 the office should be in the charge of a Deputy Superintendent of the 1st class. The traffic of the offices specified below has reached the limit which justifies the

appointment to their charge of a Deputy Superintendent, the figure shown against each being the average of the three years 1916-17 to 1918-19 :—

Rajkot	681,805
Tuticorin	598,870
Saidpur	587,455
Bhusaval	535,987
Bezvada	528,732
Sholapur	512,999
Bhavnagar	450,354

There is we understand no rule as to the criterion which should determine the number of Deputy Superintendents to be employed in the larger telegraph offices. There ought, we think, to be a recognized principle governing the number of Deputy Superintendents to which these are entitled in order to secure effective supervision. It has been suggested to us that 1 Deputy Superintendent to 12 Telegraph Masters would be a reasonable proportion to adopt as the working rule of the Department, and we commend this for the consideration of Government. If it is accepted, the number of Deputy Superintendents to be added to the Department, including the 7 specified above, will be 11.

19. The clerical establishment in the Signal offices consists of 1,020 clerks and 130 munshis. Up to a year ago these clerks were on fixed rates of pay and without definite grading. From 1st March 1919, the establishment was revised and the clerks are now, with modifications since introduced, graded as follows :—

	Rs.
Class I	{ 4 on 150—10—250
	{ 11 " 150—5—200
	{ 13 " 100—5—150
Class II	531 " 80—5—130
Class III	{ 139 " 50
	{ 214 " 40
	{ 108 " 30
Class IV (Munshis.)	130 " 15—1—35.

The scheme appears to us to be defective in that :—

- (1) appointments in Class I overlap ;
- (2) the Class II scale of pay assumes that every clerk who enters on Rs. 30 will, in course of time, be worth  $4\frac{1}{2}$  times his starting pay, which is undoubtedly a fallacy ;
- (3) the number of appointments in Class III is not distributed in such manner as to secure a reasonably equable flow of advancement ;
- (4) the scale makes no distinction between places like Bombay, Calcutta and Karachi, and other stations where living is much cheaper ; and
- (5) an organization which includes for the one establishment appointments on both grades on fixed pay and grades on incremental pay is most objectionable, especially if, as in the above, the grades overlap, the fixed pay grades overlapping the incremental grades, and the incremental grades overlapping each other.

20. Although the cost to Government of the revision of 1919 was theoretically considerable, the scheme failed to relieve congestion of promotion and consequently to remove discontent. Men who previously were on fixed rates of pay and were brought on to the Rs. 30—5—130 grade were allowed to count up to a maximum of 1 year of their service on the pay which at the time they were drawing. The scheme has resulted in an inrush of memorials, the strongest points of which are that men graded on the fixed rates of pay of Rs. 30, 40 and 50 have little or no prospect of promotion, that the order which restricts the previous service which may count for increments in the grade Rs. 30—5—130 to a maximum of 1 year is extremely hard on senior men who have served for several years on fixed pay without promotion ; that the scheme did not give even to a moderate extent the immediate relief which in these days is so badly needed. We have given this matter very careful consideration and are satisfied that the complaints

which have been lodged against the revision of last year are reasonable. Our recommendations are :—

- (1) that the appointments in Class I be revised so as to raise the pay of the four senior clerical appointments from Rs. 150—10—250 to Rs. 220—10—270. Having regard to the duties and responsibilities of these charges and to the pay allowed for similar work in other Departments we feel sure that the pay we propose is moderate.
- (2) that the 11 appointments on Rs. 150—5—200 and 13 appointments on Rs. 100—5—150 be regraded as one class of 24 appointments on Rs. 150—10—200. Most of these men are employed in responsible positions, as head clerks, cashiers, pay clerks, establishment and accounts clerks, and for such men the pay recommended is moderate.
- (3) that Classes II and III, which consist of 531 appointments on Rs. 30—5—130 and 461 appointments on Rs. 30, 40 and 50 be regraded as two classes carrying pay as below :—

<i>Mofassil.</i>	Rangoon, Karachi, Calcutta, Bombay and Madras.
400 on Rs. 90—5—130 . . . . .	100—6—130—10—150.
592 on Rs. 35—5—85 with efficiency bar at 60 . . . . .	40—6—100 with efficiency bar at 70.

- (4) that the pay of Class IV be increased from Rs. 15—1—35 to Rs. 20—1—30—2—40 for the mofassil and Rs. 25—1—35—2—45 for Calcutta, Bombay, Madras, Rangoon and Karachi. These munshis are, as a rule, selected from among the more literate and intelligent of the task work delivery peons and as such a peon earns more than Rs. 15 a month in the mofassil and over Rs. 20 a month in the larger towns mentioned above, the scales proposed are only just sufficient to attract and retain them in contentment.
- (5) that initial pay in the incremental grades may be regulated on a somewhat more liberal basis than was allowed in the re-organization of last year. Immediate relief is what the men are crying for and sorely in need of. We suggest as a moderately liberal working rule that the starting pay to be allowed on absorption into one of the incremental grades now proposed shall be the minimum of that grade or, if actual pay on 28th February 1919 was in excess of the minimum, such actual pay *plus* one increment for every three years' service in the Department, subject to a maximum of 4 increments. To make the proposal clear the following examples are cited. A, a clerk whose pay on 28th February 1919 was Rs. 30 and who had 6 years' service to his credit would on absorption into the Rs. 35—5—85 grade start on Rs. 35 + 10 = Rs. 45; B, a clerk whose pay on 28th February 1919 was Rs. 50 and who had put in 10 years' service would start on Rs. 50 + 15 = 65. It is possible that this rule will not fit all cases and we suggest that any case in which it operates unfairly may be left to the discretion of the Director General to deal with on its merits by the grant of a personal allowance or otherwise.

21. We have not before us and cannot, in the time at our disposal, collect the data required to enable us to make proposals in regard to the pay of the delivery staff, or to advise in respect of the relative merits of the task-work system and the usual method of remuneration by fixed pay. But it has been prominently brought to our notice that this class of servant suffers serious disability in respect of his leave allowance. His subsistence allowance is very small, as little as Rs. 3 a month in many cases, and consequently the leave allowance to which under present conditions he is entitled is wholly inadequate. We recommend that this should be remedied by allowing leave allowances to be calculated on assumed rates of pay which might suitably be Rs. 16 for the Presidency Towns and Rs. 12 for other stations. We further recommend that

the subsistence allowances of the class may be revised, a reasonable increase being allowed in all cases in which there has been no alteration since 1914.

22. Of all the questions investigated by us none is of greater importance than that of house accommodation. The staff live partly in quarters provided by Government, but mostly in houses which they hire for themselves. It has been represented to us that there has been a serious rise in rents in recent years, more particularly in the last 6 years; that in the vicinity of the Telegraph offices where efficiency requires that the staff should live, quarters are procurable, if at all, only with great difficulty and at prohibitive cost; that this difficulty is increasing rapidly; that the rent which men now have to pay for inferior accommodation in insanitary localities and at long distances from the scene of their work is beyond their means. We have been much impressed by the evidence received in this respect coupled with the regulations pertaining to accommodation in Government quarters; men occupying hired houses appear for the most part to be living in great discomfort, amid squalid surroundings, in rooms which are too small for their needs, and for which they are paying rent quite disproportionate to their income. Several of those living in quarters owned by Government are better off only in so far that they pay no rent and live in a cleaner locality either on the premises or within easy reach of their work; otherwise their lot is almost as bad, the space allotted being insufficient for moderate comfort, for cleanliness, and even for common decency.

23. The Telegraph Committee of 1906-07 recommended that no fresh quarters should be rented or constructed except in places where the staff were unable to hire accommodation for themselves. It was probably not then, as it certainly now is, the case that there are few places at which the staff can hire suitable accommodation, it having been represented to us that even in towns such, for instance, as Patna, Agra, Cawnpore, Ajmere, Rawalpindi, Peshawar, Mandalay and many others where formerly there was no difficulty, men are now compelled to live two and three miles away from the telegraph office. In the circumstances we strongly recommend that the finding of the Committee of 1906-07 be reversed, and that the department undertake a programme of regular purchase and construction of quarters for the telegraph staff. Postponement of this step can only result in a large addition to cost and other difficulties when eventually the policy of purchase and construction is adopted, as sooner or later it must be. The policy accepted by Government in 1906-07 may or may not have been sound at the time, but there is no doubt that adherence to it now would be culpably short-sighted.

24. We have considered whether as an alternative the needs of the case could be equally well met by the grant of house-rent allowances on a more liberal scale than the scale now prescribed for those members of the staff who are not provided with free quarters, and are unanimously of opinion that they would not for the reasons:—

- (1) that no scale of allowance will enable the staff to obtain accommodation which is ceasing to be procurable at all; and
- (2) that enhancement of house-rent allowances has been shown to be merely a palliative, not a cure, each such enhancement being immediately followed by a corresponding raising of rents and money which is intended by Government to help its servants being appropriated by rack-renting landlords.

25. We feel sure that in this question of housing is to be found one of the principal causes of the present unrest and discontent in the Department and that the only permanent remedy is the substitution as soon as possible of quarters owned by Government for privately rented buildings. We repeat therefore that the time has come for the Government of India to initiate and pursue a comprehensive scheme for the purchase and construction of quarters for the operative and supervising staff of the Telegraph Department. Further, we should fail in our duty if we did not impress upon the Government that the matter is urgent and of increasing urgency and that it is essential that a substantial sum should be voted annually and with regularity for the purpose. If possible, a fixed recurring grant of sufficient amount should be



sanctioned once for all in order to admit of a well-considered programme being worked to without let or hindrance.

26. The main complaint against Government owned quarters is that the space allowed is not enough. While we think that a room of 15 feet square with a bath room and a section of verandah is sufficient for an unmarried telegraphist, we regard as unworthy of a great Government a regulation which restricts the space allowable to a married telegraphist to one room. That a family of two, three, or possibly more, persons should be required to sleep, eat, and live in a single room of moderate size is indefensible, and certainly not in keeping with the spirit of the times, and we desire, therefore, to recommend strongly that the minimum free accommodation for married men of any class be increased to two rooms of not less than 220 square feet each, with suitable bath room and verandah space. We would go further and say that when the family of a married telegraphist consists of more than three persons, the Postmaster-General should be permitted to allot to him a three unit quarter if such is available, and that in such a case rent should not be charged for the additional accommodation. After giving the subject careful consideration and inspecting specimens of the quarters in Delhi we recommend the revision of the rules so as to allow accommodation on the following scale:—

*House accommodation—General Service.*

Designation.	Unit of 220 square feet.	Bath rooms.	Store room.
Unmarried telegraphist . . . . .	1	1	1
Married telegraphist . . . . .	2	2	1
Unmarried T1-in-charge . . . . .			
Unmarried T. M. . . . .			
Married T1-in-charge . . . . .			
Married T. M. . . . .			
All Deputy Superintendents . . . . .	4	2	1

In addition we recommend suitable verandah space in every case.

We were impressed with the defective character of the design of the quarters inspected by us in Delhi and consider that they admit of much improvement in the matter of comfort and convenience. We, therefore, suggest that every effort should be made to evolve a standard ground plan design for married and bachelor quarters providing the maximum convenience and comfort in arrangement, and further suggest for the consideration of Government that the opinion of the members of the Department themselves might be taken on a subject so closely affecting thier interest.

27. The purchase and construction of quarters will take time and we recommend as a measure of immediate relief that during the transitory period, house-rent allowance be increased as shown below:—

*House-rent Allowance—General Service.*

Years of service and grade.	CLASS OF STATION.									
	I		II		III		IV		V	
	Single.	Married.	Single.	Married.	Single.	Married.	Single.	Married.	Single.	Married.
Telegraphists { 1 to 10 . . . . .	15	20	20	25	25	30	30	35	35	40
{ 11 to 15 . . . . .	20	25	25	30	30	35	35	40	40	45
{ 15 and over . . . . .	25	30	30	35	35	40	40	45	45	50
T. Ms. . . . .	35	40	40	45	45	50	50	55	55	60
D. Ss. . . . .	40	45	45	50	50	55	55	60	60	65

In class V we would put only Bombay and Calcutta where rents are unquestionably higher than in any other towns in India; in class IV we would place such towns as Rangoon, Karachi, Madras and Poona; in class III, Simla, Mussorie, Darjeeling and Quetta would probably be suitably graded; in class II might be placed Lahore, Agra, Lucknow, Allahabad and Ajmer and in class I places like Bareilly, Multan, Amritsar, Sukkur, Serajung, etc.

We offer these merely as suggestions based upon very general ideas but that actual grading should we think be determined by the Director General in consultation with heads of Circles.

28. Not the least of the causes which have contributed to the spirit of resentment which unhappily pervades the telegraph staff is the encroachment upon their leisure hours which the circumstances of recent years have forced upon the department. Since the outbreak of the late war traffic has continued to increase and though, as regards numbers the establishment has been as far as possible correspondingly increased, a depletion of working power resulting from the replacement of the best men withdrawn for service overseas, by men of inferior capacity has been unavoidable. The fact that between the years 1915-16 and 1918-19 expenditure on overtime allowances rose from about Rs. 60,000 to over Rs. 2,14,000 speaks for itself. Formerly overtime was almost entirely voluntary, now it is said to be largely obligatory. The Telegraph Association claim that the demand for overtime is on the increase, and that the strain on the staff is unduly severe, and the general tenour of the evidence we have heard indicates that feeling on the subject is strong and even bitter. The Association ask, and they have the entire support of the staff, that overtime work should be paid for at higher rates or, preferably, that it should be abolished. Abolition, of course, from the nature of the case is out of the question; in no other way than by overtime can demands caused by congestion, interruption and sudden influx of traffic be met. We agree, however, with the Telegraph Committee of 1906-07 in thinking that it is generally undesirable to order overtime, and that it should be restricted to as few occasions as possible. Improvement of supervision, which we suggest elsewhere in this report, ought to produce some effect, but the only real remedy we are convinced is the strengthening of the staff by providing an adequate reserve. While we feel that the money spent on overtime allowances would be better spent on increasing the working strength of the Telegraphist establishment and that what is wanted is not a higher scale of remuneration, but reduction to a minimum of overtime, we think that the application for enhancement of remuneration deserves some consideration. The working day of eight hours prescribed for the signalling staff is longer than that demanded of most Government establishments in India, and the holidays they enjoy are fewer. They have asked that their working hours should be reduced from 8, 7 and 6 to 7, 6 and 5 hours respectively for day, evening and night terms, and in regard to this we are unanimously of opinion that the present 50 hours per week should stand. This decision is in the interests of the work and efficiency of the Department, and we hope the Government of India will accept it, but it may reasonably be tempered by a moderate concession in respect of the rate of wages paid for overtime. The concessions we recommend are:—

- (1) that the present day and night rates for overtime duty performed by the Signalling Establishment should be increased by 25 per cent.,
- (2) that overtime in excess of an average of two hours on Sundays and the four Telegraph holidays should be paid for at double the revised rates,
- (3) that signal room clerks should be given the same rates as telegraphists,
- (4) that peons should be given a 25 per cent. rise on present rates,
- (5) that for overtime purposes the day should be reckoned as commencing at 6 hours and terminating at 20 hours.

There are two minor points connected with overtime which require attention. It would appear that there is a tendency in some offices to employ for

overtime work only junior men, the object being to keep down the overtime expenditure. This is not quite equitable in that it sometimes entails the rejection of seniors who are volunteers and the compulsory pressing in of juniors. Complaint has also been made that in many large offices meal reliefs are not arranged for with regularity. The evidence indicates that the complaint is not groundless, and as the matter is important we suggest that officers charged with the preparation of the Duty Charts of large offices should be instructed to pay special attention to the point, and that Inspecting Officers should satisfy themselves on each visit to an office that consideration in this respect is being shown to the men.

29. The number of special (supervisory and other duty) allowances sanctioned for the staff is very large and one of the requests of the Telegraph Association supported by the men's delegates is that the amount of these allowances should be increased all round. We have gone through the list carefully and considered the case of each separately and are of opinion that the allowances now granted are sufficient. The only recommendation we have to make is that the restriction on the allowance of Rs. 40 a month drawn by Inspecting Telegraphists in the Engineering Branch and by Supervisors in the Technical Branch should be removed. The continuance of the allowance is subject to the condition that grade pay *plus* the allowance must not exceed Rs. 300 a month. As the allowance is granted in consideration of certain disabilities which detachment from the Traffic Branch entails, it is not reasonable to decrease or withdraw it as pay increases; it should continue to be allowed so long as the reasons which justify it remain unaltered. Further proposals which have been placed before us in respect of allowances are—

- (i) that the allowance of Rs. 50 sanctioned for Personal Assistants to Directors of Telegraph Engineering be raised from Rs. 50 to Rs. 100 a month which is the sanctioned allowance for Personal Assistants to Postmaster General,
- (ii) that an allowance of Rs. 20 a month be granted to all telegraphists who have passed the examination for promotion to the grade of Telegraph Master.

We are unable to accept either of these proposals. The cases of Personal Assistants to Postmasters General and to Directors, Telegraph Engineering, are not parallel, neither the status nor the duties of the two classes of officers being similar.

As regards (ii) the examination in question is one which in their own interest Telegraphists must pass, passing carries its own reward in that it removes an obstacle to promotion, and there is no justification for the grant of an allowance as an additional inducement; it would be possible if such an allowance were sanctioned, for a clever junior telegraphist to draw it for years without the Department obtaining any tangible return for the expenditure.

30. The Telegraph Association, referring to the case of Railways as a precedent, ask that the benefits of the General Provident Fund may be extended specially in the case of telegraphists so as to admit of the grant to them of the annual bonus which Government contribute to the deposits of their railway employes. The cases of railway and telegraph servants are quite different, the former being non-pensionable, and the bonus being granted in lieu of pension. We cannot support the request.

31. A question which we have been unable to deal with is that of special locality allowances. These allowances cover a wide field and vary in different localities with reference to climatic and other considerations. Obviously it is not possible for a committee which is assembled for a few weeks to undertake the close examination without which allowances of this nature cannot possibly be revised. But we think that the Department could not be guided by any safer rule than one which regulates such allowances by the rules framed for each locality by the Local Government or the Government of India as the case may be. There is no reason that we know of for special treatment of the Telegraph Department in respect of allowances of this nature.

32. In recommending increases of pay for Deputy Superintendents, Telegraph Masters, Telegraphists and Clerks, we have assumed that war

allowance will be discontinued simultaneously with the introduction of the revised rates. In the case, however, of some clerks possibly, and munshis certainly, there will be instances in which the discontinuance abruptly of the whole of the war allowance would cause hardship and we therefore suggest the gradual withdrawal of the allowance from men whose pay as revised is less than Rs. 40 a month. For these men the rule might be that withdrawal shall be effected in two instalments, half with effect from the date of revision of pay, and the other half with effect from the date on which the next increment falls due. A special rule may be necessary for Bombay, where war allowance is more liberal than elsewhere.

33. It has been urged that, as in the case of increases of pay granted to the staff employed on Railways both State and Company worked, the revised rates of pay recommended by us should be allowed with retrospective effect. While we recognise that this proposal is against the rule and practice of the Government of India we think that, in view of the departure from that rule permitted not only in the case cited, but in several others in which pay of the services has recently been enhanced, and of the fact that the present proposals are in lieu of others which were introduced a year ago and have proved inadequate, it would be not unreasonable to allow, as with effect from the 1st of December 1919, any increases which may be sanctioned as an outcome of our recommendations.

34. The ultimate financial effect of the proposals in this report may be taken approximately at a net increase of expenditure of Rs. 30,41,000 per annum. This is made up of—

	Rs.	A.	P.
(1) On account of increase of pay of Telegraphists . . . . .	14,82,000	0	0
(2) " " " Telegraph Masters . . . . .	1,69,000	0	0
(3) " " " Deputy Superintendents . . . . .	90,000	0	0
(4) " " " Clerks in signal offices . . . . .	4,50,000	0	0
(5) " " " in house-rent allowances . . . . .	5,00,000	0	0
(6) " " " in number of Telegraphists . . . . .	7,64,000	0	0
(7) " " " Telegraph Masters . . . . .	1,22,000	0	0
(8) " " " Deputy Superintendents . . . . .	80,000	0	0
Total gross increase	<u>36,87,000</u>	<u>0</u>	<u>0</u>
<i>Deduct—</i>			
(1) Saving on war allowances . . . . .	3,25,000	0	0
(2) " overtime allowances . . . . .	1,25,000	0	0
(3) " travelling allowances . . . . .	1,50,000	0	0
Total savings	<u>6,00,000</u>	<u>0</u>	<u>0</u> a year.
Net increase	<u>30,87,000</u>	<u>0</u>	<u>0</u> a year.

35. These figures leave out of account the saving which results to the Department from the employment of Military telegraphists. The number of men of this class at present actually employed is 123, but the sanctioned number is 358. Assuming that additional recruitment of soldier telegraphists will be resorted to in order to bring their strength up to sanction, the number of Civilian telegraphists to be added to the Department will be reduced by at least 200, the working power of a Military telegraphist being taken at about  $\frac{2}{3}$  of that of a Civilian telegraphist, and the saving on the additional cost, as stated above, will be approximately Rs 2,50,000 a year. Thus the total additional cost may be taken at about Rs. 28,00,000 per annum. It is a large sum, but in the case of proposals which affect a staff of 5,000 or more men a small allowance per head per mensem easily runs into an expenditure of hundreds of thousands of rupees per annum. Moreover, it should not be

forgotten that a substantial share of the increase is on account of additional staff required to bring the working strength of the Department up to that which is necessary for the disposal of the work; that the volume of traffic which has been assumed as that for which it is necessary to provide staff is the maximum which the Department has ever been required to cope with; that the message receipts which this volume of traffic may be expected to yield is over Rs. 2,50,00,000 a year; and finally that our proposals are intended to be such as will place matters on a satisfactory footing for some years to come, our aim being to suggest such a standard of reform as cannot reasonably be followed by a recrudescence, after an interval of a year or two, of discontent and agitation.

36. In conclusion we desire to place on record our appreciation of the valuable help which has been given to us by Mr. J. N. Mukerji. Bringing to the work a unique knowledge of the history and constitution of the Department, he has made easy for us work which, without his assistance, we should have found it impossible to complete in the time at our disposal.

We have the honour to be,

SIR,

Your most obedient, humble Servants,

H. HESELTINE,

*President.*

NIGEL F. PATON.

W. SUTHERLAND.

J. H. ABBOTT.

H. BARTON.

N. R. RAO.

} *Members.*

J. N. MUKERJI,

*Secretary.*

## TERMS OF REFERENCE

“To enquire into the questions set out in the Memorandum submitted by the deputation of the Indian Telegraph Association to the Hon'ble Commerce Member on the 19th February, and its annexures, excluding all claims for re-revision of rates of pay which were revised in 1920. Claim of Second Division to retrospective effect from 1st December 1919 and method of bringing on to new scale will not be regarded as re-revision, but will be considered by Committee.”

### MEMBERS OF THE COMMITTEE.

#### *President.*

Rao Bahadur TIRUVENKATA RANGACHARIAR, M.L.A.

#### *Members:*

W. SUTHERLAND, Esq., V.D., M.I.E.E.,

*Chief Engineer, Telegraphs.*

Lieutenant-Colonel H. A. J. GIDNEY, M.L.A.

A. F. L. BRAYNE, Esq., I.C.S.,

*Deputy Secretary to the Government of India,*

*Finance Department.*

H. BARTON, Esq., M.L.C.

*General Secretary, Indian Telegraph Association.*

#### *Secretary.*

C. G. HAMILTON, Esq.,

*Assistant Secretary to the Government of India,*

*Commerce Department.*

# Indian Telegraph Association, Limited.

To

THE DIRECTOR-GENERAL, POSTS AND TELEGRAPHS, DELHI.

SIR,

The following Memorandum, with Annexures comprising the questions which it is desired to discuss with the Hon'ble the Commerce Member at Delhi, is respectfully submitted. I might add that the Memorandum is based on the resolutions passed at the recent Conference of the Association.

Respectfully yours,

H. BARTON,

*General Secretary.*

## MEMORANDUM.

I am directed by my Committee to respectfully point out that the resolutions have been arrived at after the fullest consideration, and to ask that they may have the sympathetic and early consideration of Government. By way of justifying this fresh representation so soon after the findings of the recently appointed Telegraph Committee of Inquiry, we desire to explain that the claims set out in our Memorandum were placed at an exceedingly moderate figure so as to obtain immediate relief and thereby check the growing agitation which might otherwise have grown to proportions beyond our control. It was in fact rendering a service to Government at a critical moment, the intention being to renew our claims later. May we be permitted to state that more than one Member of the Telegraph Committee expressed satisfaction that the men had taken the revision "so quietly," implying that we might safely have held out for a great deal more. We knew this too, but we also knew that at that particular time, we had as a loyal body to divide our attention between Government and the men. Apart from this, the cost of living since January 1920 has further increased, rendered worse by the Exchange problem so that what was admitted by the Committee as an increase of 250 per cent. might, just now, well be placed at 350 per cent., a fact which has actuated Railway Companies in granting a further increase to their men.

*Operators.*—In submitting our claims on behalf of the operating staff, apart from what has been remarked in the foregoing paragraph, it is desired to specially draw attention to what is considered to be an abnormally liberal provision for military wireless operators whose duties cannot be held to be in any way more important than those of the civilian staff, a view which is supported by the attitude of the department itself towards departmental civilians doing wireless duties, but who were not compensated half as liberally as the military wireless operators referred to. The wide difference between the initial pay of a departmental civilian operator of Rs. 80 and of a military wireless operator of Rs. 250 is, it is respectfully submitted, too glaring to escape notice and must naturally give place to dissatisfaction, while the position is aggravated by the fact that a military wireless operator can attain a maximum pay of Rs. 350 in the short space of 10 years as against a maximum of Rs. 250 by departmental civilian operators in a prolonged period of 20 years. Considered from the standpoint of pay only, it is felt that the difference between the two classes of workers is out of all sense of proportion, justifying the claim by the Conference as set out in the resolution. Apart from this, it is respectfully submitted, that the position of the Association all along has been that the initial pay of an operator should not be less than Rs. 100 which will still leave a wide difference as compared with the initial pay of a military wireless operator, and which the Conference has decided should be pressed for. This claim being established, it naturally follows that the maximum pay of the operator should be proportionately increased.

25PWD

*Women Workers.*—Regarding women workers it is respectfully submitted that the difference in pay between them and the male workers is too excessive. It was accepted by the Telegraph Committee as a sound argument that although women workers do not perform night duty they put in a full 50 hours a week, their services being employed during the heaviest hours of work, as against 44 real hours per week performed by male operators. It will be seen, therefore, that women workers make good for the non-performance of night duty to an extent which entitles them to a higher scale of pay than that now operating and it is in consideration of this fact which weighed so much with the Telegraph Committee, that the resolution for increased pay was passed by the Conference in advocating the claims of women workers.

*Telegraph Masters.*—Regarding Telegraph Masters a point lost sight of even by the recent Telegraph Committee is that they cannot add to their earnings as telegraphists do by way of overtime and pie money, nor has any regard been paid to the position arising as between a Telegraph Master on his initial pay and a max Telegraphist in charge of an office by which the former receives Rs. 275 and the latter Rs. 270 *plus* overtime and other earnings. For this reason the resolution provides for a difference of Rs. 50 as between the initial pay of a Telegraph Master and the maximum pay of a Telegraphist.

*The Station Service.*—The Conference desires to point out there is no justification for the introduction of such a service. That its discussion by the Committee at all was entirely outside the terms of reference by Government. Such a service is opposed to the claims of the Association and the staff, as also to the arguments and acceptations by the Committee, all of which point to one direction which is that the scales of pay prior to the revision were intensely inadequate, stress being laid on the multiplied difficulties in Presidency and large stations. If the previous initial and maximum pay of Rs. 75 and Rs. 200, respectively, was considered too low, and viewed from the standpoint of the Association claims that there should be only one General Service, as also from the standpoint of living conditions, quite outside the question of permanent location at any particular station, the Committee's action in recommending a service in which the scale of pay is so much less, is highly inconsistent, apart from their having overstepped their bounds in bringing such a service under discussion. It will be seen from the Committee's Report that the circumstance under which Station Service men are required to accept a liability for transfer are (1) Field Service (2) in time of war or (3) National emergency. This is specific and literally means they are restricted to conditions which are hardly likely to arise. But Government in dealing with the question of transfer of such men, render them liable in case of "grave public emergency." It is respectfully submitted that there is a wide difference between "national" and "public" emergency, and it was for this reason the Committee clearly defined the conditions so as to guard against expanding their meaning which may be done from the standpoint of a "public" emergency. For instance, the denudation of an office staff by plague, a strike either by the employees of other services or by men of the Telegraph service, which added to the conditions set out in the Committee's Report, would mean a transfer of these men at any moment and more frequently than otherwise. As an example, we take field service or war conditions, which from experience, we know will necessitate transfers outside station limits lasting for years, would Station Service men meet the conditions? The very argument advanced by the Committee for creating such a service will, at the time of emergency, be its undoing; the men will resign in numbers and the service will be disorganised. Taking the intention of the Committee literally, if the catch is to keep men anchored permanently at the station of their choice and it is a choice taking peace conditions, it is not difficult to foresee what will happen should the emergency conditions arise. The term "grave public emergency" may mean anything, and if Government intend to make it as elastic as possible, the men will refuse to accept it as an emergency justifying their transfer. Apart from all this, the creation of such a service opens the way for its expansion in subsequent years to an unlimited extent which means the conversion of the service into one for purely economic purposes which is a temptation to all administrators seeking notice, overlooking the hardship it must entail on the workers and that at a time when the cost of living will have gone up by leaps and bounds. We owe a duty to the workers who follow and as an Association we are pledged to see that a service in which, perhaps, the descendants of telegraph



subordinates will be forced to seek employment is kept free of innovations which mean penury and misery in years to come. For the reasons set out, the Association respectfully submits that the creation of such a service is not justified and is pledged to oppose its retention by every available means at its disposal. It is prayed that this matter have the serious consideration it deserves.

*The Local (or Circle) Service.*—It is respectfully submitted that the arguments advanced by the Association and supported by the Telegraph Committee for the abolition of the Local Service further strengthened by the Committee's recommendation that such abolition should be given effect to, justifies the complaint that gradual abolition constitutes a grave injustice to those members of the Local Service who, though willing to accept General Service, are required to wait for vacancies which means waiting for many years after the sanctioned absorption takes place. Apart from this the Department is pledged to certain schools to provide appointments for their boys in the General Service which means shutting out Local Service men to the extent of recruitment from such schools, thereby aggravating the injustice.

The findings of the Committee clearly show that the Local Service (Circle) is so different from the General Service, that the disabilities attaching to them are identical, and in view of which it is highly inconsistent and unfair to provide for only a partial remedy by gradual and prolonged absorption which leaves a large number of men labouring under an admitted wrong, for which reasons it is claimed that the absorption recommended by the Committee be given effect to *en bloc*. In this respect your attention is respectfully drawn to my telegraph, dated 20th December 1920.

*Superior Branch, 2nd Division.*—The claims of this branch have already been set out in frequent representations and finally by the Deputation that waited on you at Calcutta. It is respectfully requested that the scheme submitted be expedited. It is also desired to draw attention to the retrospective benefits which this branch has been denied, treatment quite inconsistent with that meted out to the other branches of the service.

*Electrical and Engineering Supervisors.*—Apart from the question of pay and allowances, it is important to know how the men now filling these appointments will be affected in respect of promotion as a result of the new conditions of recruitment opening the way for very junior men for whom, it is laid down, promotion to the higher grades will be made. Will those now in the grade of Electrical and Engineering Supervisors be superseded in promotion? This has not been made clear.

*Technical Branch generally.*—It is respectfully submitted in view of the restricted advancement affecting this branch, some definite provision should be made for their promotion to the Superior service as with the Traffic and Engineering branches. The evidence produced before the recent Telegraph Committee, testifying to the exceptional qualifications and ability required of this branch, was so convincing as to elicit much surprise at their being so shut out and was viewed as a grave injustice. It is felt that a large number of Superior 2nd Division appointments should be created and that a special 1st Division Technical branch should be introduced providing for at least five appointments on Rs. 850—20—1,000—25—1,200, such appointments being filled by two officers in the Electrician's office and the other three by officers in the Bombay, Calcutta and Madras offices, or such offices as the Director-General, Engineering, considers most important.

*Clerical Establishment.*—The frequent representations dealing with the hard case of these men affords sufficient data to go upon. In both the revisions, these men have been badly provided for. The second revision was a poor attempt to remedy matters. The provision by which 461 temporary clerks were brought on to the time-scale, is small compensation for the number of years they worked on a fixed pay, so small that it was a mere pittance, overlooking the fact that the needs of the Department required a permanent establishment to which these men should have been first appointed. The treatment they received not only precluded them permanently from advancement, but has denied them the benefits as affecting pension and such increments as would have come to them under the respective revisions. The limitation of the number of increments to four in the proportion of one increment for every three years' service, as compared with the grant of increments in keeping with actual service to other branches of the service as also to other

departments which have had a revision is so obvious that it is a matter for surprise how the Committee could have decided it as a just recommendation, or how the Government could have failed to notice the wrong that was being inflicted on this branch by so invidious a distinction. Then, too, the provision recommended by the Committee under class I, while securing benefits to the four special appointments and the 13 appointments, leave the 11 appointments exactly in the position in which they were prior to the revision. It is now sought to deprive these men of the small benefits provided in the recent revision on the plea that if advanced in keeping with the Committee's proposals, some of them would receive an abnormal increase making for discontent amongst those of longer service.

Such a contention, we beg to submit with due respect, is not crediting the Committee with much intelligence. A reference to paragraph 20, sub-clause 3, page 10 of their report, will clearly show that the Committee in making their recommendations were fully aware of this fact as they have taken the pains to discriminate between the 531 appointments on a time-scale of pay and the 461 appointments on a fixed pay of Rs. 30, 40 and 50, knowing full well that in the re-grading of the total number of appointments into 2 classes a large number of men must necessarily receive an immediate great rise in pay. It is not at all likely that the Committee would have overlooked their sense of responsibility to the Government in making such a recommendation, but it goes without saying that they knew exactly what they were recommending, and that they worded their recommendation in such a manner as to guard against any distortion of their real intention, such as is now being applied, and even after the pains taken to make their recommendation clear by further illustrating what they really intended as set out under paragraph 20, sub-clause 5, an explanation which the Government of India thoroughly understand as indicated by their own example in paragraph 2, clause 4. It seems to be overlooked in this connection that whereas prior to the last revision 531 clerks had already been placed on a time-scale of pay of Rs. 30—5—130, this number has been diminished by 131 appointments, which suffer a reduction of Rs. 45, and Rs. 50, respectively, in the max pay according as it affects Mofussil or Presidency offices and that as a result of differentiating between Mofussil and Presidency offices, a large number of the previously sanctioned time-scale appointments operating in the Mofussil must go to the Presidency offices, which explains the situation complained of by which a number of clerks in Presidency offices will receive an abnormally big rise in pay. Whatever the situation may be, what we are chiefly and solely concerned with is that the Committee made a specific recommendation which was accepted by Government, and that a notification issued after the fullest consideration of the scheme both by the Committee and the Government, should be respected.

If it transpires that by giving these men the full benefit of the Committee's recommendations it opens the way for complaint by men of longer years of service, the correct thing would be to provide for the longer service men proportionate to the increases coming to those of lesser years of service which can best be done by placing them on a scale of pay in keeping with their actual number of years of service. It does not, however, justify the attitude now taken up by Government which is virtually turning its back upon a definitely worded notification made on a definitely recommended scheme. We claim that the 400 appointments in class II should be immediately filled.

*Indian Inspecting Telegraphists.*—The position of these men is the same as that of the clerks, in that they are denied the increase under the revision in keeping with the actual number of years service put in. The same argument in this respect holds good in their case (see under Clerical Establishment). It is also advanced that the same grounds hold good in their case for a duty-allowance as in the case of Engineering Supervisors, and that the grant of such allowance should be considered.

*Telephone Operators.*—As with the Clerical branch, it is felt that the revision as affecting this branch is utterly inadequate. It is not understood why the case of these men and the Indian Inspecting Telegraphists was referred to a Postal Commission when they were rightly entitled to a hearing by the Telegraph Committee. Besides, they were not afforded representation on the Committee by a

member nominated by themselves as in the case of the other branches of the service. They were at the mercy of the Departmental officers from whom it was expected very little would be received. It does not appear to have been considered that the duties of telephone operators are peculiarly trying, requiring exceptional expertness especially so on exchanges having a large number of wires. Besides, the revised scale of pay has not been drawn up with due regard to exchanges of greater importance than others. The claim set out in the resolution provides for this. The revision prayed for is felt to be reasonable and we submit it as a minimum claim.

*Electric Mistries.*—It is not understood why the case of these men has not yet come under consideration and with these men we include drivers and motor attendants. The exclusion of any particular branch of the service is an obvious injustice and we respectfully claim that these men should be afforded redress, equally with others. The case of these men was fully set out in the Association Memorandum to the Telegraph Committee, page 12, paragraph 31 (d). We beg to submit that the revision contained in the attached resolution is moderate and deserves consideration.

*Linemen and Sub-Inspectors.*—The revision as it stands as affecting Inspectors and Linemen and Sub-Inspectors in Mofussil stations is considered adequate for the present. But as regards Presidency and certain large stations, we beg a revision as set out in the resolution.

*Accommodation.*—It is a matter for surprise that the recommendations of a Committee carrying with them such scathing comments, reaching to the extent of emphasising the regulation in respect of restricted accommodation as “unworthy of a great Government”, should be treated as lightly as is indicated by the cutting down of the increased accommodation as set out in paragraph 26 of the Committee’s Report providing for bath rooms and store rooms in addition to the unit space; but which is being so modified as to include the store room in the unit space, thus justifying the comment by the Committee that the space is insufficient for moderate comfort, for cleanliness and even for common decency. We desire to urge the speedy construction of quarters and to claim adherence to the scale of accommodation as set out in the Report

*Exposure Allowance.*—The Conference submits as a reasonable claim an exposure allowance for the staff at those places where living under canvas is compulsory. The disabilities associated with tent life are so familiar to every official, more so as affecting family men, that it hardly needs much argument to convince Government of the justice of such a claim. Men compelled to live under canvas for any reason whatsoever should be treated as coming within “camp conditions” and remunerated accordingly. In this respect it is desired to respectfully know what progress if any has been made towards the construction of quarters at places peculiarly affected by the accommodation difficulty?

*Re-conversion of important Combined Offices into Departmental Offices.*—It is desired to point out that there are a number of combined post and telegraph offices, originally purely departmental offices, which by reason of their importance, both from a Traffic and Technical standpoint, should rightly be re-converted. The Telegraph Committee were very impressed by the evidence in support of this claim and a special note was made of the matter which, it was understood, would be referred to in their Report. The evidence of Mr. Alf Cooper, Deputy Superintendent, Technical, was particularly convincing and it is requested that this might be called for. The combining of these important offices has resulted in depriving the Telegraph staff of charges which should be resorted, not only from the standpoint of remedying a wrong as affecting the men, but as making for that efficiency which has deteriorated since the transfer of such offices to the Postal branch. The Technical branch as a whole will be able to support this claim as a result of their personal experience with such offices.

*The Technical Allowance.*—The claim for this allowance though rejected by the Telegraph Committee, calls for re-consideration. It is not understood why when provision for such an allowance has been made for the superior Engineering officers of the service who now receive in addition to their pay a technical allowance of 25P WD

Rs. 75 per mensem, the same provision should be denied the subordinate ranks of the service in which technical knowledge and efficiency is indispensable. We claim, therefore, that the grant of such allowance be extended to all classes of officers technically certificated, which should include the superior second division Traffic, Engineering and Technical branches, all Telegraph Masters and such of the telegraphists as possess the Technical certificate, and that such allowance be fixed proportionate to that granted to the superior Engineering officers. As the grounds for this grant apply equally to all, we feel that a rejection of our claim would constitute a grave injustice justifying keen dissatisfaction. We pray that the matter may be gone into carefully.

*Reduction in hours of duty.*—The claim for a 42 hours week, excluding Sundays and recognized holidays, though contained in the Memorandum submitted to the Telegraph Committee was not, we regret to say, received with the consideration it deserved. It is surprising that a question which elicited so much discussion and occasioned the searching cross-examination of witnesses, every one of whom were unshaken in their evidence in support of a 42 hours week, should find no mention in the Report. Evidence was produced showing that the 6 hours week system works well with the Bombay Cable Company and that it did not entail so much night duty as that necessitated by the Departmental 50 hours a week including Sundays and holidays. Although the evidence was produced by direct communication with a responsible officer of the Cable Company, it was rejected on the objection by the President that it was not official. We beg to submit that it was up to the President or the Secretary to have verified the evidence officially. Besides, the attitude taken by the official members was clearly antagonistic and prejudiced in that Mr. R. A. Clarke, Office Superintendent, Delhi, was not granted a hearing in respect of the preparation of "Duty Charts" although he was one of the most important witnesses who gave evidence as touching very weighty matters. The request by the Hon'ble Mr. Paton, Mr. Abbott and Mr. Barton, Members of the Committee, that Mr. Clarke should be given a hearing, was overruled by the President on the objection lodged by Mr. Sutherland that the Duty Chart submitted by Mr. Clarke was "cooked up", although Mr. Sutherland, in reply to a direct question by Mr. Barton, whether he (Mr. Sutherland) during his charge of an office had not ever "cooked up" his Duty Charts, said "it had to be done to some extent." We respectfully submit that, in justice to the claims of the Association and the staff, the question be gone into again; that the system of duties obtaining in the Cable office, Bombay, be called for; that all heads of offices be asked to submit Duty Charts drawn up on a 42-hour week basis, excluding Sundays; that a comparative statement be submitted showing the wastage during certain hours, under the present system and the reduction in working the suggested one; that the evidence of Mr. Clarke and the questions and answers bearing on the matter, as recorded by the stenographer, be called for.

*Lost increments resulting from the reorganisation of 1908.*—The injustice to which every average grade man was subjected as the result of a scheme which was introduced haphazard, has never been fully realised. It has never been satisfactorily explained why a reorganisation in which the revision of pay was the chief feature should have penalised this section of the staff to the extent of putting them down one point thereby subjecting them to the loss of an ordinary increment when they should really have been brought on to a scale of pay in keeping with their actual service. Several reasons were advanced by the Department as justifying this arrangement, reasons which on examination will be found to be fallacious, as may be seen from the following contention as set out in the reorganisation scheme above referred to:—

"If the members of the average grade had been at once given the full benefit of the new scale of pay, it would not have been possible to give any immediate increases to the members of the Good and Superior grades, and the latter would have been deprived wholly or partially of the advantage they gained over their contemporaries by success in the grade examination. It was felt that this would not be equitable, and that some other solution must be found."

The solution, as will be seen, was to penalise the Average grade men by denying them "the full benefit of the new scale of pay" which the resolution in so many

words admits was rightly theirs, and to meet which they were brought upon the new scale a year lower down than they would have reached, if it had been in force when they entered the service, while all those of over five years' service were denied the double increment, a question dealt with in the subsequent paragraph.

The framers of the resolution overlooked the fact that members of the Superior and Good grades (General Scale) obtained an immediate increase in pay on passing the competitive examination and secured prior consideration in respect of promotion, and received additional advantages under the reorganisation in that, Superior grade men came on the new scale at a point four years above the point fixed under the new scale, thereby giving them four additional increments, while similarly, Good grade men were advanced one point and treated as having earned a double increment actually gaining two points and being considered as having passed the efficiency bar. Thus it will be seen that the advantage obtained by Superior and Good grade men were fourfold, in spite of which the Average grade men were denied the full benefit of the scheme on the grounds that their contemporaries in the Superior and Good grades would have lost thereby! The Average grade men were further handicapped in that those who were brought on to the revised initial pay were required to put in five years' service before earning the first increment, so that these men, in addition to the penalties enumerated, were shut out from the examination by which their contemporaries in the Superior and Good grades benefitted, as the examination under those conditions was shut down.

In fairness to such men it is claimed that they should be brought on to a scale of pay in keeping with their actual service as well as compensated in some manner for the increments lost between 1908 and 1920.

In this respect it is necessary to mention that the first condition requiring Average grade men to complete two years' service before earning the first increment doubtless with the object of equalising their position with that of the Average grade men who were put down one point, was subsequently removed, such increment being earned after the first year. We contend that, with the removal of this condition, Average grade men should have simultaneously had the one point restored.

*Loss of double increment.*—The object of this provision was "to stimulate men at the beginning of their service to make themselves thoroughly efficient signallers at the earliest possible date, five years being regarded as the time usually necessary for this." It appears to have been entirely overlooked by the framers of this clause that up to 1908, Telegraphists were required to pass a signalling test annually, before receiving an increment and that, in ordinary justice to all those who passed these examinations, they should have been treated as having met the condition and given the double increment, regardless of whether they had five years' service or more. An attempt by the Association to have this matter redressed resulted in Government extending the "Double Increment" to those men who were appointed between the 2nd of August 1901 and 2nd of July 1902 (General Service), and between 1st October 1901 and 1st October 1902 (Local Service), by which 64 men were granted the concession.

This decision was merely a partial settlement of the question. Had the Government taken a just view of the handicap imposed on Average grade men by shutting down the competitive examination, they could never have entertained proposals which, in addition to the loss of "Ordinary" and "Double Increments" and a demand for longer service for maximum pay, denied to them a similar immediate increase on passing the present examination, as was granted to those who passed the old competitive examination.

It is claimed, therefore, that the double increment should, in addition to the ordinary increment, be now restored to all Average grade men who were deprived of them under the 1908 reorganisation penalty, and that those passing the present examination should also be advanced four points in the scale of pay.

*Field Service conditions.*—It is desired to respectfully submit that the conditions under which the subordinates of this Department are required to

serve in the "Field" are humiliating beyond words. They are denied the military status which is accorded to Postal employees, who under ordinary conditions are subordinate to Telegraph officers and receive less pay; not only so, but military Telegraphists in civil employ, when on Field Service as Telegraphists, enjoy larger allowance and are invariably given authority over those to whom they are subordinate under ordinary conditions. It was hoped that a revision in the Field Service Manual would be speedily taken in hand to remove this invidious treatment of the Telegraph civilian staff, but so far no move appears to have been made, and it is feared that, unless the conditions are rendered more favourable, it will be difficult, in fact almost impossible, to get the Civil staff to come forward so willingly for Field Service on future occasions.

The question is one which calls for serious consideration.

*Improved Pension Rules.*—It is respectfully advanced that the provisions of the improved Pension rules to the exclusion of the subordinate ranks of the Government services is an injustice keenly felt. As Government servants we claim that, regardless of rank, the benefits in this respect should extend equally to all.—As matters stand, the rules have been revised to benefit those best paid and the resulting position creates a distinction which justly calls for complaint. It cannot be held that the subordinates are less deserving of consideration in this matter, and we beg that the Government of India be pleased to move the Secretary of State to consider the extension of the improved Pension rules to all ranks of the Government.

*Postal recruited men.*—About 256 men have been recruited to the Local Service from the Postal Department on the initial pay of a Local Scale telegraphist. They have had to sacrifice the service they rendered in the Post Office, as a result of which they have lost the benefits of the recent Postal revision, which they would have derived had they remained in the Postal Department.

Their case is one which appeals to us as worthy of consideration.

*Signal Office Jemadars, Head Peons, etc.*—It is a matter for deep regret that the claims of these men have not up to time had the consideration of any Committee, nor yet of the Department. They are deserving of consideration equally with other servants of Government, and we submit their claims for consideration now. We suggest:—

	Rs.
Jemadars .. .. .	25—2—45.
Head Peons .. .. .	20—2—30.
Local Office Peons .. .. .	18—1—28.

together with a house rent allowance of Rs. 4 per month.

Respectfully submitted,

H. BARTON,

*General Secretary,*

*Indian Telegraph Association, Limited.*

FROM

THE PRESIDENT AND MEMBERS OF THE  
TELEGRAPH COMMITTEE,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,  
DEPARTMENT OF COMMERCE.

*Dated Simla, the 27th June 1921.*

SIR,

We have the honour to report that, as desired by the Government of India, we have investigated the grievances of the staff of the Telegraph Branch of the Post and Telegraph Department in accordance with the terms of reference reproduced below :—

“To enquire into the questions set out in the Memorandum submitted by the deputation of the Indian Telegraph Association to the Hon'ble Commerce Member on the 19th February and its annexures, excluding all claims for re-revision of rates of pay which were revised in 1920. Claim of Second Division to retrospective effect from 1st December 1919 and method of bringing on to new scale will not be regarded as re-revision, but will be considered by Committee.”

2. The Telegraph Committee of 1920 dealt with the pay and conditions of service of Telegraphists, Telegraph Masters, Deputy Superintendents and Signal room clerks ; and it was left to the Postal Committee of the same year to deal with similar matters relating to other sections of the Telegraph Branch. As the latter Committee made no recommendations with regard to certain sections, the Director-General of Posts and Telegraphs submitted proposals for the amelioration of their position. Notwithstanding the fact that the Government of India dealt with the recommendations of the two Committees and the proposals of the Director-General in a liberal spirit, a feeling of discontent prevailed in the Telegraph Branch, and in February of this year the Hon'ble Commerce Member received a deputation of the Indian Telegraph Association who presented the Memorandum alluded to in the terms of reference. It was then considered advisable to appoint a further committee to investigate and report on all the matters, other than those relating to re-revisions of pay, which were regarded as grievances by various sections of the Telegraph Branch.

3. The Committee held two meetings at Delhi in March which were more or less of a formal character and 13 meetings in Simla where the bulk of the business was transacted.

4. It will be noticed that the terms of reference are extremely general and the Committee had in the first instance to find out for themselves from the Memorandum of the Indian Telegraph Association and the four annexures referred to therein what really are the issues which arise out of them. The Memorandum and annexures covered a very wide field of grievances and were couched in too general language and raised all sorts of main and subsidiary issues including matters of administrative detail as well as broad questions of principle. Some of them relate to the method of application of the recommendations of the Telegraph Committee of 1920 as also of the Postal Committee of 1920, and the Government orders based thereon, and the manner of bringing on the men to the revised grades. Some relate to the construction of the proposals and orders, while others involve a review and re-consideration of the conclusions reached therein. Some more are questions entirely outside either of those reports and involve distinct and fresh issues either left untouched or not referred to them at all.

5. At their first meeting in March, the Committee realized that with a busy Legislative session and the impending move of the Government to Simla, it was not possible to consider the various issues at such short notice and it was therefore

resolved to take up the consideration of the questions in Simla in June with the understanding that in the meanwhile the preparation of a précis of the questions falling within the scope of the enquiry should be undertaken by the President and the Secretary and the list so prepared be circulated beforehand.

6. In order however that the memorialists may not have any just reason to complain and that they may not construe the adjournment as any ruse to gain time, it was definitely resolved that any recommendation the Committee might eventually after enquiry make should also be recommended to have effect from the date of the appointment of this Committee, namely, 15th March 1921, and the Committee recommend accordingly that the recommendations herein made be given effect to as from 15th March 1921 except where it is otherwise stated.

7. After the adjournment, however, Mr. Barton and Colonel Gidney raised an urgent question relating to the filling up of 12 new appointments recently sanctioned in the Engineering Branch and at an urgent meeting held on the 21st Mr. Sutherland undertook that the appointments will not be filled up before the Committee meets and makes its recommendations; therefore, the proceedings were adjourned as originally arranged on the 18th. This undertaking was scrupulously kept and the Committee note with satisfaction to all concerned and both Mr. Barton and Colonel Gidney desire to place on record their grateful appreciation of the way in which the Department have dealt with this difficult question and they recognise that it was not possible to do more under the circumstances.

8. The procedure generally adopted by the Committee was to take up each question as noted on the list of questions enclosed which was treated as a sort of agenda, to read the representations contained in the references noted against each, to get Mr. Barton and Colonel Gidney to state the case of the men at length and to hear Mr. Sutherland or Mr. deMonte, as the case may be, to explain the point of view of the Department and to examine witnesses wherever it was found necessary or convenient to do so, and after discussion to record the decision of the Committee on each point in the form of Minutes of Proceedings for each day.

*Vile A.*

9. Instead of adopting the usual procedure of writing a consolidated report, the Committee consider that it will be a useful method to adopt in this case, having regard to the nature and number of points involved, to tabulate the points raised by giving an abstract of the same and giving the decision of the Committee on each point against it in another parallel column with such remarks in the last column as may be found necessary to explain more fully the conclusion reached.

It is hoped this method will be found more useful by the Government inasmuch as each question raises more or less unconnected and independent issues.

10. The Committee note with satisfaction that the officers and men serving in the Telegraph Department have received very liberal treatment within the last three years. In many of the cases, the men have had the benefit of two revisions, and some branches of the service of even three revisions, so much so that some of the grievances which this Committee had to deal with arose out of the way in which previous revisions were undertaken and given effect to piecemeal, as regards interchangeable divisions, and some on account of pay having been taken up apart from allowances. Consequently, a natural struggle arose for equalization between the Traffic and Engineering sections and also between Deputy Superintendents and Second Division officers.

11. The Committee have not gone into the question of the financial effect of their proposals, but each question was considered on its merits with due regard to national economy and no recommendation was accepted unless the Committee were satisfied that it was absolutely essential from the point of view both of Government and of the men belonging to such an important branch of the public service.

12. From the Minutes of the Proceedings it will be noticed that some of the points gave the Committee considerable trouble. When the Committee proceeded to recommend the displacement of one anomaly, other anomalies arose therefrom, for, between the dates of the various revisions, the respective rank and position of the men had changed.



13. The Committee did not undertake local enquiries which would have been necessary to deal satisfactorily with the questions of house rents, hill allowances and local allowances, as they were not satisfied that such was really the intention of Government. The Committee add that they have received various communications from Lahore, Karachi, and other places like Burma urging claims for locality allowances.

14. The Committee had to deal with major and minor questions of all sorts and in dealing with all of them, their anxiety was to arrive at a decision which should satisfy reasonable men in the service, while at the same time guarding the public revenues against unnecessary expenditure.

15. The Committee desire to draw the attention of all the men on the Telegraph staff to the substantial increase in the pay and emoluments already and to be granted on these recommendations and to the vast improvement in the conditions of service. The Government have already incurred an additional expenditure of nearly 32 lakhs per annum since November 1919 over this Branch and another 130 lakhs per annum on the Postal Branch. These present proposals are likely to make a substantial addition. It is now up to the men to continue to respond loyally to this generous treatment by more and more efficient output in their work.

16. The Committee were greatly assisted in their labours by Mr. C. G. Hamilton, whose experience and wide and detailed knowledge of the rules and procedure of the department were placed at their disposal ungrudgingly, although all the time he was in indifferent health.

We have the honour to be,

SIR,

Your obedient servants,

T. RANGACHARIAR, *President.*

W. SUTHERLAND,

H. A. J. GIDNEY, *Lt.-Col.*,

A. F. L. BRAYNE,

H. BARTON,

} *Members.*

C. G. HAMILTON, *Secretary.*

27th June 1921.

## SCHEDULE OF AGENDA.

Questions which were set out in the Memorandum submitted by the deputation of the Indian Telegraph Association to the Hon'ble Commerce Member on the 19th February 1921 and its annexures and which, except as indicated in the column for "Remarks," are for discussion by the Telegraph Committee.

Number and subject of question in Annexure I.	Reference to question in Memorandum.	Reference to question in Annexure II.	Reference to question in Annexure III.	Reference to question in Annexure IV.	REMARKS.				
1. Male Operators .. ..	Pages 1 and 2	..	..	..	Outside scope of enquiry.				
2. Women Workers .. ..	Page 2 ..	..	..	..	ditto.				
3. Old Local Service .. ..	Page 3 ..	..	Pages 2 and 3.						
4. Station Service .. ..	Pages 2 and 3.								
5. Telegraph Masters .. ..	Page 2 ..	..	..	..	Outside scope of enquiry.				
6. Deputy Superintendents, Class II	}	}	}	}	}				
7. " " Class I ..						..	..	..	ditto.
8. " " Engineering ..						..	..	..	
9. " " Technical ..						..	..	..	
10. Electrical Supervisors and Engineering-Supervisors.	Page 4 ..	..	..	..	Only removal of limit of Rs. 350 for pay plus duty allowance to be considered.				
11. Clerical Establishment including Engineering Branch.	} Pages 4 and 5.	}	}	}	}				
12. Lower cadre .. ..						..	..	..	To be considered except as regards further revision of scales of pay.
13. Munshis .. ..						..	..	..	
14. Indian Inspecting Telegraphists ..	Page 5.								
15. Telephone Operators .. ..	} Pages 5 and 6.	}	}	}	}				
16. { Test Operators .. ..						..	..	..	Only grant of casual leave and overtime allowance to be considered.
{ Head Operators .. ..	..	..	..	..					
17. Inspectors .. ..	..	..	..	..					
18. Electrical Mistries .. ..	Page 6 ..	..	..	..	Outside scope of enquiry.				
19. Linemen and Sub-Inspectors ..	Page 6 ..	..	..	..	Only grant of house rent allowance to be considered.				
20. House rent allowance .. ..	..	..	Pages 3 and 4.						
21. Accommodation .. ..	Page 6.								
22. Families .. ..	..	..	..	..					
23. House rent allowance as affecting Telegraph Masters and Deputy Superintendents when on leave.	..	..	Page 5.						
24. and 25. House rent allowance as affecting other branches.	..	..	Pages 3 and 4.						
26. Delivery staff .. ..	..	..	..	..					
27. Locality allowance .. ..	..	..	..	..					
28. Presidency towns .. ..	..	..	..	..					
29. Hill allowances .. ..	..	..	..	..					
30. Hours of duty .. ..	Pages 7 and 8.								
Questions not shown in Annexure I—									
(a) Superior Branch, 2nd Division	Page 4 ..	..	Page 1 ..	The whole.					
(b) Technical Branch generally ..	Page 4.								
(c) Exposure allowance ..	Page 6.								
(d) Re-conversion of important combined offices into Departmental offices.	Pages 6 and 7.								

Number and subject of question in Annexure I.	Reference to question in Mem.andum.	Reference to question in Annexure II.	Reference to question in Annexure III.	Reference to question in Annexure IV.	REMARKS.
(e) The Technical allowance ..	Page 7.				
(f) Lost increments resulting from the reorganisation of 1908.	Pages 8 and 9.				
(g) Loss of double increment ..	Page 9.				
(h) Field Service conditions ..	Pages 9 and 10.				
(i) Improved pension rules ..	Page 10.				
(j) Postal recruited men ..	Page 10 ..	The whole. This also deals with men recruited from the clerical establishment of the Telegraph Department.			
(k) Signal Office Jemadars, head peons, etc.	Page 10.				
(l) Supersessions .. ..	..	..	Page 1.		
(m) Presidency allowances ..	..	..	Page 3.		
(n) Baudot examination and, incidentally, examination for Superior Traffic Branch, 2nd Division.	..	..	Page 4.		
(o) Method of transfer of Local Service men to General Service.	..	..	Pages 4 and 5.		
(p) Delivery peons and Kutnee allowance.	..	..	Page 5.		
(q) Re Superior 2nd Division increments.	..	..	Page 5.		
(r) Manner of filling 11 additional appointments in executive grade of Superior Engineering Branch recently sanctioned by Secretary of State.	..	..	..	Paragraphs 3 and 7 and item 1 in "Summary of demands" (indirectly).	
(s) Manner of bringing Local Service Telegraph Masters on to the General Service scale.	..	Referred by the Department of Commerce			

## Schedule of agenda and Resolutions thereon.

Item in the agenda, with a brief abstract of the claim or request and references to the pages of the Memorandum and its annexures in which it is dealt with.

## Resolution of the Committee thereon.

## 3. Old Local Service.

## 4. Station Service.

The old Local Service should be abolished *en bloc* and immediately.

The Station Service should also be discountenanced and there should be only one service, viz., the General Service.

Apart from the above claims, the strength of the General Service has not yet been increased up to 4-5ths of the total signalling staff as recommended by the Telegraph Committee, 1920, and accepted by Government.

(Items 3 and 4 in Annexure I, pages 2 and 3 of Memorandum and pages 2 and 3 of Annexure III.)

The questions raised under this head are :—

1. That the Station Service should be abolished and all service should be General Service.
2. That if the Station Service is to be retained it should never exceed 1-5th of the total strength and that the proportion of 4-5ths to General Service and 1-5th to Station Service should be made to apply to future additions to the staff.
3. That the proposal by the Telegraph Committee of 1920 to absorb qualified men in the Local Service into the General Service is not being carried out.

A further question was raised by Mr. Barton that over 400 outsiders are employed on Telegraph duty, which fact diminishes the strength of the permanent cadre and so delays the prospects of the Local Service men to enter the General Service. Mr. deMonte, while not admitting that the number so employed is so large, states that the Government are obliged to employ these outsiders for two reasons, namely, meeting of temporary emergencies and insufficient outturn of work by the sanctioned strength. Such arrangements are inevitable. Both these factors will be periodically examined and the Government will revise the strength of the cadre from time to time to meet changed conditions. The President rules that the point raised under this head could not be taken up as the strength of the cadre is not one of the subjects referred to the Committee.

On the three points noted above, the Committee are of opinion that, as the system of Station Service has been in force only for a short time, it is premature to consider the question whether it should be retained or not. The Telegraph Committee of 1920 after enquiry advocated it and the Government after mature consideration have accepted it. No strong objection on principle is urged against it. It has the merit of being more economical than the General Service. The Committee see no reason to urge a reconsideration of this question. Mr. Barton and Colonel Gidney are willing to let this question lie over for some time, but they would strongly maintain that the proportion should be fixed, namely, 4-5ths of the cadre, present and future, should always be General Service, and should not be less. There are obvious objections to accepting that recommendation. What exact strength under each head will be needed can only be determined after the system now introduced has been tried for some years. The proportion of 4-5ths and 1-5th as suggested by the Telegraph Committee of 1920 was only a suggestion as an approximate figure to suit existing conditions and protect the interests of men already in the service, both General and Local.

The requirements of the department and the inclinations of men who enter service can be the only tests and proportions cannot be determined with reference to the interests of men who are yet to enter the department. It is quite right to safeguard existing interests. The proportion will have to vary either way as conditions change. The Committee therefore are not prepared to accept the suggestion that this proportion should be maintained for all time or for future additions. The Committee, however, recognise the claims of qualified men in the Local Service to be taken on to the General Service to the extent of the vacancies in that service, that is, if they are willing and qualified. Such transfers should be given as early as possible subject to the

Item in the agenda, with a brief abstract of the claim or request and references to the pages of the Memorandum and its annexures in which it is dealt with.

Resolution of the Committee thereon.

reservations (a) the number promised to certain institutions being kept open for them, (b) some candidates were taken on for training for General Service both before and after the Report of the Committee. Such promises should be adequately safeguarded.

Similarly, some men were taken on for training for the Local Service. In their case also they should be entertained as Local Service men subject to the rights, privileges and disqualifications of that service. Beyond the promise to be observed in the case of certain institutions, fresh recruits to the General Service should not be taken so as to prejudice the chances of qualified Local Service men.

10. *Electrical Supervisors and Engineering Supervisors.*

- (1) The existing incumbents of these appointments should not be superseded for promotion to the grades of Deputy Assistant Electrician and Deputy Assistant Engineer, respectively, by junior men recruited under the new conditions.  
(2) The limit of Rs. 350 for pay plus duty allowance should be removed.

(Page 4 of Memorandum and item 10 in Annexure I.)

On the first question herein, it was stated by Mr. Sutherland that apart from individual merit the new conditions of recruitment will not affect the existing Electrical and Engineering Supervisors in the matter of their promotion to the grades of Deputy Assistant Electrician and Deputy Assistant Engineer, respectively. Accepting that statement, the Committee proceeded to consider the next point and resolved that having regard to the fact that this allowance of Rs. 40 was originally granted as compensation for loss of pie money, overtime allowance and officiating Telegraph Master's allowance and not as duty allowance, though it is now treated as a duty allowance, and as no case for compensation could arise at the stage when their pay is Rs. 310, they could not see their way to recommend the withdrawal of the maximum limit of Rs. 350.

11. *Clerical Establishment including Engineering Branch.*

12. *Lower Cadre.*

13. *Munshis.*

The 400 appointments in the new class II which were recommended by the Telegraph Committee, 1920, and sanctioned, in the first instance, by Government should be filled up immediately.

Existing incumbents should be given credit for the whole of their past service for the purpose of increments on the new scales of pay.

The case of the clerks has become complicated by various reasons. There was a revision in March 1919 which was defective in that the initial pay for each grade was too low and the benefit of past service was altogether ignored and no immediate relief, which was urgently needed, was given to this class of low-paid subordinates. The attempt to remedy these defects by the Telegraph Committee of 1920, while it remedied the initial pay, fell into the same error of not giving immediate relief in most cases, especially in the case of the class III clerks and those drawing less than Rs. 50 under the old class II. The proposals of that Committee, such as they were, were after careful scrutiny accepted by the Government of India in Resolution No. 1629, dated 30th April 1920, and announced in the Gazette. But while proceeding to give effect to those proposals the Government were induced to modify the original proposals which seriously interfered with the prospects of about 100 men in the old class II in that they were deprived of the absorption in the new class II to which they were entitled under the Government orders of April 1920.

Since then, the case has been further complicated by trying to take up the cases on an *ad hominem* basis and the Director General has taken very great trouble to prepare proposals in long lists of individual cases which again do not adequately deal with the necessities of the situation. In some cases the increase is about 80 per cent. while in other cases it falls to less than 10 per cent.

In the superior grades in the department, in the case of Deputy Superintendents, and men of the Second Division, liberal increases have been given, in some cases even cent. per cent., averaging about 70 to 80 per cent. 50 per cent. excess over what it was in November 1919 is not excessive. The initial pay not having been fixed on a proper basis in the revision of March 1919, there can be no objection to any one getting the initial pay of the grade even if it exceeds the limit of 50 per cent. As a matter of fact, men on Rs. 50 have without objection been taken on to the Rs. 90 grade. When the department came to deal with the cases of men below Rs. 50 in the old class, II the increase to the minimum of Rs. 90 was noticed to be too high. Hence the attempt to deal with them on an *ad hominem* basis. There is not after all such a staggering difference between a Rs. 50 man rising to Rs. 90 and a Rs. 40 or Rs. 45 man rising to Rs. 90. Most of the men thus affected in the old class II were drawing Rs. 40 or 45 in November 1919.

Item in the agenda, with a brief abstract of the claim or request and references to the pages of the Memorandum and its annexures in which it is dealt with.

Resolution of the Committee thereon:

There was a distinct difference in quality between the old class III and old class II men. Class II men were of a superior order with better qualifications. It is true that some men in class III were drawing more than some of the men in class II, but their prospects also were entirely different. On that view, it is essential that the remaining men in the old class II should be taken on to the new class II to make up the full 400.

In all these cases of men to be taken on according to this recommendation, one uniform rule should be adopted to give the minimum pay of class II and to give the benefit of past service, with effect from the 1st March 1921, but without affecting dates of accrual of increments, in the manner recommended by the former Committee and accepted in the Government order of April 1920. The next question is how to deal with the 130 odd men in the old class II not required in the new class II and to be taken on to the new class III. They are taken down from a superior grade with better prospects to a lower grade with less prospects. There is no need to diminish their prospects of promotion to Rs. 130. As regards these men, the Committee consider that they should enjoy the personal privilege of going up to Rs. 130 in case they continue to be in class III without being promoted to class II. In some cases, in this class and in the old class III, it is shown they did not get any immediate benefit by the revision and it resulted also in their getting less than their pay and allowances in November 1919. Some immediate relief was recognised to be necessary.

The Committee therefore consider that every one should benefit at least to the extent of an addition of Rs. 5 to the existing emoluments as they stood on the 30th November 1919. This is to be without prejudice to more beneficial arrangements, if any, already given effect to and should not affect personal allowance or dates of accrual of increments.

The Committee have perused the recent proposals of the Director-General on an *ad hominem* basis. They are, as already stated, open to the exception that some people get more, some less, and some nothing at all. The Committee's proposals will not disturb the old Committee's recommendations and will give some immediate benefit on a uniform scale without giving room for complaints of differential treatment and will also be found to be more economical.

Their conclusions are :

I. That effect be given to the recommendation of the Telegraph Committee of 1920 as accepted by the Government order of April 1920, that all the 400 appointments in the new class II be filled up by men of the old class II except to the extent to which the number of appointments has been reduced by taking in 17 men of the old class III as shown in the proposals sent by the Director-General. That in so taking the required number of men to the new class II each one should get at least the minimum of the grade and, subject to conditions as to efficiency bar, and also, where it so happens, get the increments due to past service as per Government order of April 1920. Mr. Brayne dissents.

II. That the remaining men on the old class II and the men on the old class III be brought on to new class III and they be also given benefit of past service on the terms sanctioned in the Government order of April 1920, subject to the following conditions :—

That in these cases, namely, of men left over in class II to be brought over to class III and also in the case of men of the old class III, all these men should get the immediate benefit of at least Rs. 5 per mensem over and above the amounts they were actually drawing on the 30th November 1919 with effect from the 1st December 1919, i.e., if the revision which took effect then did not give them any benefit or a benefit of less than Rs. 5, they should get an increase which will bring it up to Rs. 5 with effect from the 1st December 1919. This is not to affect the personal allowances they may be getting now or the existing dates of accrual of increments. The class II men so brought on should as a personal privilege be permitted to rise to Rs. 130, subject to the efficiency bar applicable to the class III men. Mr. Brayne would give retrospective effect only from the 1st March 1921.

Item in the agenda, with a brief abstract of the claim or request and references to the pages of the Memorandum and its annexures in which it is dealt with.	Resolution of the Committee thereon.
	<p>No special question arises with regard to munshis.</p> <p>Mr. Barton wishes to bring up a similar question affecting the Engineering Branch which has arisen out of the recommendations of the Postal Committee, 1920, but the President, while regretting that on the reference as it stands this cannot be considered by the Committee, has no doubt that under similar conditions the course recommended above will be adopted in their case also.</p>
<p>14. <i>Indian Inspecting Telegraphists.</i></p> <p>(1) These officials should be given the same duty allowance as is granted to Engineering Supervisors.</p> <p>(2) All previous service as Indian Inspecting Telegraphist should be allowed to count for increments on the new scale of pay.</p> <p>(Page 5 of Memorandum and item 14 in Annexure I.)</p>	<p>Having regard to the fact that the Indian Inspecting Telegraphists are performing the same duties* as the Engineering Supervisors, (formerly designated Inspecting Telegraphists), the original scope of their duties having also been extended, and having regard also to the fact that Engineering Supervisors who have not passed the examination also get the allowance of Rs. 40, the Committee feel that the allowance, which should be treated as a duty allowance, should not be withheld from them, as they consider that there is no valid reason for making a distinction in this case; and the Committee wish also to draw attention to the fact that this service is to disappear soon and the additional expenditure is not going to be a recurring one for long.</p> <p>Mr. Sutherland and Mr. Brayne disagree on the ground that the Indian Inspecting Telegraphists were differently recruited and have not the same qualifications and that they are amply paid and have excellent prospects if they pass the examination.</p> <p>(2) The Committee consider that the rule recommended in paragraph 5, Chapter I, of the Report of the Postal Committee, 1920, is a safe rule to go upon in this case also and would, therefore, recommend its adoption subject to the 50 per cent. maximum limit on the pay and war allowance the officers would have drawn under the old scale on the 1st April 1920 according to the statement placed before the Committee and subject also to the maximum of the new scale. This recommendation should be given effect to from the 1st March 1921. In the case of any official whose promotion has been stopped, the maximum will be the pay of the stage at which the efficiency bar is applied.</p>
<p>15, 16 and 17. <i>Telephone Operators, Test Operators, Head Operators, and Inspectors.</i></p> <p>These officials should be accorded equal treatment with telegraphists in the matter of casual leave and overtime allowance.</p> <p>(Pages 5 and 6 of Memorandum and items 15, 16 and 17 in Annexure I.)</p>	<p>The Committee recognise that the matter of granting casual leave is one which should be left entirely at the discretion of the Head of the Department, but as it has been brought out that there is a rule limiting the aggregate period to 12 days in the case of telephone operators, while in the case of other establishment an aggregate period of 20 days is permitted, the Committee strongly recommend that the question be considered of equalising the period.</p> <p>(2) The Committee recommend that the scale of overtime allowance for telephone operators should be made the same as that at present applied to signal room clerks.</p>
<p>18. <i>Electrical Mistries.</i></p> <p>The pay of these men should be revised.</p> <p>(Page 6 of Memorandum and item 18 in Annexure I.)</p>	<p>The Committee are informed that a revision has since been sanctioned.</p>
<p>19. <i>Linemen and Sub-Inspectors.</i></p> <p>House rent allowance should be granted to these men where free quarters are not provided.</p> <p>(Page 6 of Memorandum and item 19 in Annexure I.)</p>	<p>Having regard to the fact that certain men of these classes get either free quarters or house rent allowances and also to the fact that their duties lie outside their stations, the Committee strongly recommend the acceptance of the proposals contained in the Memorandum †put up by the Chief Engineer for granting house rent allowance.</p>

\*Vide also separate note by the President (Annexure A).

†Annexure J. to the Report.

Item in the agenda, with a brief abstract of the claim or request and references to the pages of the Memorandum and its annexures in which it is dealt with.

Resolution of the Committee thereon.

20. *House rent allowance*

24 and 25. *House rent allowance as affecting other branches.*

The scales of house rent allowances recommended by the Telegraph Committee, 1920, should be introduced.

Lahore, Agra, Karachi and all hill stations should be included in Class II.

There should be no distinction between General Service and Local Service men, especially those in Burma on General Service pay, in the matter of house rent allowances.

All Telegraph employees not in receipt of house rent allowances should be granted such allowances.

These items raise important issues. It must be conceded that house rent allowances can be claimed only in cases where Government are bound in the interests of efficiency of the service to provide house accommodation for their employees and they are not able to provide the same. There are certain recognized rules regulating this question. We understand that wherever the duties are such that the employees are compulsorily required to live within the premises of the offices or close to them or that the men are on very low pay or that, as in some places, there is great difficulty of accommodation, these are the factors which are taken into account in giving free accommodation. On the ground that Telegraphists and men in charge of offices are bound to attend at all odd hours, Government have recognized their obligation to provide free quarters or grant house rent allowances in lieu thereof in their case except in certain cases to be referred to later. These considerations are liberal enough and the Committee cannot consistently with public interests recommend any extension of that scope, especially as the Government is a large employer of labour of all sorts all over the country and any extension in this Department will involve the extension in other Departments. Cases have been brought to the notice of the Committee where the necessity of giving free quarters or granting house rents in lieu thereof is admitted and yet the same is denied in practice to certain other sections.

The first of its kind is the case of Local or Circle Service Telegraphists. There are two questions which arise under this head, Local or Circle Service Telegraphists who entered up to 1st March 1913 or after that date.

(1) In the case of the former, a distinction is maintained which we have no hesitation in recommending ought at once to be put an end to. The non-Indian gets free quarters or house rent allowances. The Indian does not. This should no longer be. The Committee recommend that all such Local or Circle Service men remaining in that service without being transferred to General or Station Service should get free quarters or house rent allowances when quarters are not available, subject to the proviso that if any officer refuses to occupy suitable quarters offered by the Department, he shall not draw any house rent allowance. The Committee consider that the decision as to what are suitable quarters must be left to the Heads of the Department who will generally guide themselves by the rules as to accommodation and local conditions and habits.

(2) In the case of Local Service men who entered after 1st March 1913 on the distinct understanding that no free quarters will be given, it is true, as pointed out forcibly by the Telegraph Committee of 1920, that the conditions of service in actual practice are in no way less onerous or irksome than in the General Service and they are also shifted about from place to place, hundreds of miles away from their homes, as often, if not oftener, than the other service men. But that service is to be abolished. Men in that service can get into the General Service or into the newly created Station Service and they were recruited on a distinct understanding. That being so, the Committee are not prepared to make a general recommendation applicable to them. The Committee would, however, recommend that men in the Local Service who are qualified for transfer to General Service and have not been so transferred for no fault of theirs should be so taken as early as possible to the extent of the vacancies in the General Service and should, pending such transfer, also receive house rent allowance.

Mr. Brayne objects to the last clause about paying house rent in the meanwhile. Even in the case of men recruited after 1st March 1913 Mr. Barton would give house rent allowances to all who are willing and qualified to enter the General Service, whether there are vacancies or not. The majority regret, however, that they cannot agree to this.



Item in the agenda, with a brief abstract of the claim or request and references to the pages of the Memorandum and its annexures in which it is dealt with.

Resolution of the Committee thereon.

- (3) The Committee in this connection also desire to draw attention to another fact brought to their notice during the enquiry. There are 19 Indian Telegraphists at present at Simla, most of them being General Service men are entitled also to free quarters or house rent allowances. Not one of them is provided with Government quarters, while it is stated that all non-Indians who wanted quarters are given the same, the Government having also rented quarters at their own expense. Four private houses have been engaged to accommodate 37 non-Indians at a cost of Rs. 10,950 for this year, although if house rent allowances had been given instead the amount to be paid to those 37 men would be only Rs. 7,987-8-0. While admitting that this generous course is inevitable having regard to the conditions in Simla, the Committee have to draw attention to the same difficulties experienced by Indian Telegraphists and brought to their notice by witnesses examined here and recommend that similar facilities of housing accommodation should also be found for Indian employees. They also have to come up on short notice and experience considerable difficulties in getting accommodation. It may be mentioned, however, that it does not appear that this particular class of men made any representations on the subject.
- (4) The signal room clerks working in Simla are also subjected to the same difficulties. They have to attend at odd hours and live at long distances. Their case also deserves sympathetic consideration, but having regard to the allowance already recommended, the Committee do not make further recommendation under this head.
- (5) Another case is brought to their notice. There are two classes of Inspecting Telegraphists or Engineering Supervisors, the method of recruitment alone being different. They perform identical duties and are subject to the same conditions of service. It is admitted that the nature of the service is one which entails on the Government the duty of providing free accommodation or granting house rent allowance in lieu. One class, the Inspecting Telegraphist, gets free quarters or house rent allowance, the Indian Inspecting Telegraphist does not. The \*Committee recommend that all of them should get similar treatment.

The house rent allowances can but be a palliative in cases where free accommodation is considered necessary, especially in places like Simla, where it is exceptionally difficult to obtain quarters reasonably near. In all such cases, it is imperative that a programme for construction or renting premises should as early as possible be carried out in the order of urgency. The Committee recommend to Government that special notice should be taken of this question.

The Committee are not prepared to recommend any further extension of the existing list than the one recommended above of the classes of persons to whom the privilege of free accommodation should be given.

The housing problem is becoming a serious one everywhere in all big towns and affects all classes of public servants. How far the Government can embark upon a huge productive house-building programme by incurring capital expenditure is a general question affecting all branches of the service and this Committee do not feel confident to offer any suggestions under that head. The Committee are not also prepared to recommend any general revision of the figures already adopted by Government in the matter of house rent allowances. The Committee, however, would add a recommendation that the case of Presidency towns, specially that of Bombay, may be sympathetically considered.

Whatever the limit of space may be for the living room, this Committee would adhere to the recommendations made by the Telegraph Committee, 1920, that the store room and bathroom should be excluded from the calculation in all cases and treated as separate units.

The Committee reiterate the urgency of the question of initiating and pursuing a comprehensive scheme for the purchase and construction of quarters for the operating and supervising staff of the Telegraph Department, and would urge that it should be taken up as soon as possible.

21. Accommodation

The scale of accommodation recommended by the Telegraph Committee, 1920, should be provided without any curtailment.

(Page 6 of Memorandum and item 21 in Annexure I.)

\*The President proposes this. The rest are against it.

†Vide also Resolution on house rent allowances—items 20, 24 and 25 of Agenda.

Item in the agenda, with a brief abstract of the claim or request and references to the pages of the Memorandum and its annexures in which it is dealt with.

Resolution of the Committee thereon.

**22. Families.**

Unmarried telegraphists with widowed mothers and minor sisters and brothers solely dependent on them should be treated as if they were married men for purposes of house rent allowance and free quarters.

(Item 22 in Annexure I.)

**23. House rent allowance as affecting Telegraph Masters and Deputy Superintendents when on leave.**

The house rent allowances granted to officials of the classes noted above should not be reduced during periods spent by them on privilege or sick leave.

(Page 5 of Annexure III.)

**26. Delivery staff.**

The members of this staff should be granted house rent allowances.

(Item 26 in Annexure I.)

**27. Locality allowance.**

**29 Hill allowances.**

In all Provinces where local allowances are granted under orders of the Local Government, the same allowances should be extended to Telegraph employees.

Hill allowances should be granted at all hill stations and the allowance should be standardised.

(Items 27 and 29 in Annexure I.)

This is apparently based on a general rule regarding travelling allowances and the Committee do not consider that there is any justification for making a difference in this case as desired, so as to include widowed mothers and minor sisters and brothers solely dependent on bachelors.

The Committee do not think that there is any necessity for modifying the rules in paragraph 241 of the Telegraph Manual, Volume II, as the modification desired is likely to prejudicially affect the Telegraphist when he acts as a Telegraph Master.

The Committee strongly recommend that the delivery staff should be given a house rent allowance wherever it is granted to postal peons and would urge a very early settlement of the question.

The Committee desire at the outset to state that they found it difficult to follow what exactly they were expected to deal with under this head but, avoiding all technicality, the Committee adopted a liberal construction and took the reference to mean whether any, and if so what, hill allowances should be given to employees in the Telegraph Department and to what classes of such employees. The Committee examined the following witnesses, namely, Messrs. Brookes, Keshar Ram, Chatterji, and Kapur. Their evidence establishes that the cost of living in Simla is extremely high and persons drawing a salary of Ra. 200 and under and in receipt of no compensation for local conditions must be put to extreme discomfort in making both ends meet. This must be particularly so in the case of persons who do not get free quarters or house rent allowance. The Indian witnesses, both Telegraphists and Clerks, examined complain bitterly that they are not given quarters and that they have to live far away from their place of business, namely, the Telegraph Office, no accommodation being available near, and are also put to considerable hardship in the matter of medical attendance for themselves and members of their family, water-supply, clothing etc., and it is a well-known fact that Simla is a costly place. This is recognised in other Departments where, in the case of similar lower and upper subordinates, Simla allowances at varying rates are allowed, sometimes with free quarters or house rent allowance and sometimes without. The conditions of life in most of the hill stations are more or less similar but this Committee do not consider that without making a local enquiry they can safely offer any definite suggestion as regards all hill stations, and, though the terms of reference are entirely general, the Committee do not feel justified in embarking upon such a costly local enquiry as they feel that this is a matter in which the necessary guidance can be got from the course pursued by Local Governments or the Government of India in other similar Departments and the Committee trust that Government will approve of the action of the Committee in not undertaking such an enquiry.

Item in the agenda, with a brief abstract of the claim or request and references to the pages of the Memorandum and its annexures in which it is dealt with.

Resolution of the Committee thereon.

The Committee feel they are on safe ground in making definite recommendations regarding Simla about which they have some local knowledge and they have also the assistance of witnesses. One of the witnesses, Mr. Brookes, has furnished a list purporting to show the minimum expenditure to be incurred by men of the class earning Rs. 50 to 180, and according to that estimate men of this class should have at least Rs. 125 per mensem to live with ordinary comfort in Simla. The Committee feel, however, that they cannot make any general recommendation so as to apply to all cases, for different considerations must apply to people who are supplied with decent free furnished quarters and with free lights and free water-supply near the place of business and those without such facilities.

Therefore the Committee proceed to deal with certain classes of cases brought to their notice. The first case calling for attention is that of clerks, local service telegraphists, telephone operators and such other lower subordinates whose pay is under Rs. 180 per mensem and who have neither free quarters nor house rent allowance and are not Station Service men. It has been recognised all along that clerks should get a Simla allowance and they are allowed Rs. 10. The amount was fixed in 1910 or thereabouts. It was also the practice when the minimum pay of the telegraphists was Rs. 50 to allow Simla allowance up to Rs. 25. These people get the same pay whether they work in Simla or any station in the plains. The Committee need not labour the point that such subordinates should get a higher pay when they come up to Simla. In considering the question of the exact amount to be recommended, the Committee consider that the safest rate to adopt will be the one adopted for the sister Department, namely, the Postal, where people under similar conditions draw a Simla local allowance of Rs. 20 or 25; and in some cases where they have been engaged for service in Simla and Delhi, the allowance should be given in Delhi also. The Committee recommend that in the case of all hill stations, with reference to this class of subordinates, some extra allowance should be given and the Director General should be asked to ascertain and submit to Government suitable rates for sanction. In the case of inferior classes of servants such as mistries, linemen, and menial establishments, who receive no enhanced pay or allowance, the Committee would recommend Simla allowance on the same scale as is allowed to inferior servants of the Government of India Secretariat. In the case of menials and inferior establishment, if they are local men locally engaged and are not liable to be transferred, this allowance should not be given. That in the case of upper subordinates working in Simla whose total emoluments including allowance do not exceed Rs. 325, there is also a hardship requiring sympathetic consideration in that they receive the same salary and allowances and free quarters or house rent allowance while in Simla or any station in the plains and undoubtedly the cost of living in Simla even apart from house rents is considerably higher than in Delhi or elsewhere, and as in their case the emoluments are not high enough to live in comfort and not be out of pocket, the Committee consider that they also should get a Simla locality allowance of Rs. 20 or 25 as may be sanctioned for the lower subordinates referred to above. The Committee have given their anxious and full consideration to the point that these people are already in enjoyment of free quarters or house rent allowances and consider that that point, while going a great way to meet the difficulties in Simla, does not go far enough to alleviate the hardships which these people on moderate salaries are put to and the further fact remains that house rent allowance or free quarters are given to them wherever they may be. We have also ascertained that in certain other cases, as, for instance, the Director General's office, both local and house rent allowances are given on the ground that hill allowance should be given where the salary is not fixed with reference also to the probability of a move to Simla as in the case of the Secretariat clerks. While it is true that high prices affect both high and low, it becomes a question of relieving necessity up to a certain stage, and the Committee consider that a limit of Rs. 325 is certainly not an unreasonable or high limit in such cases having regard to the standard of ordinary comfort required for this class of people.

Item in the agenda, with a brief abstract of the claim or request and references to the pages of the Memorandum and its annexures in which it is dealt with.

Resolution of the Committee thereon.

The reference to this Committee is to "enquire into the questions" contained in the papers referred to. The question so far as locality allowances are concerned is stated only in Annexure I as item No. 27, which runs as follows:—

"*Locality Allowances.*—That in all provinces where local allowances are operating under orders of the Local Government, the same allowances be extended to employees of the Telegraph Department."

The request is too general. We have to find out what each Government including Burma does as regards each locality and that with reference to each class of employees. We have to compare the conditions of service with those of the corresponding classes in the Telegraph Department and then determine whether those allowances should be extended to the employees in the Telegraph Department in whole or in part. All this means an extended touring and prolonged investigation which the Committee doubt whether it was the intention of Government they should undertake. No arrangements have been made for this purpose. The Committee therefore are obliged to refrain from making any recommendations on this question, and they are compelled to reiterate the remarks contained in paragraph 31 of the Report of the Telegraph Committee of 1920 and urge that the question should be speedily taken up and decided as soon as circumstances permit. The Committee understand that the powers of the Local Governments in respect of local allowances will shortly be increased and therefore no useful purpose will be served by any enquiry by them just now.

The request is apparently based on a misapprehension as Lahore is not a Presidency town.

As a question of re-revision of pay, the request is outside the scope of this Committee's enquiry.

This question has been carefully examined in paragraph 28 of the Report of the Telegraph Committee, 1920, and this Committee have nothing to add to the recommendations made therein. In this connection, the Committee desire to draw the attention of Government to the suggestions contained in a communication from one of the staff which was forwarded to the President by the Assistant Secretary, Indian Telegraph Association.

*N.B.*—Mr. Barton handed in a counter memorandum to the communication referred to above on the 24th, which also may be considered in dealing with the suggestions herein.

The proposals of the Director General for removing the anomaly of a man getting less pay as the result of promotion to the 2nd Division than he would have got if he had remained a Deputy Superintendent by giving him a little more pay than he would have drawn had he not been promoted, as shown in the statements prepared by him, appear reasonable and necessary. This does not, however, apply in the case of men promoted to the 2nd Division after 20th December 1919.

28. *Presidency Towns.*

The women workers in the Lahore office should be brought on to the scale of pay sanctioned for such workers in offices in Presidency towns, because the Punjab has been declared to be a Presidency. (Item 28 in Annexure I.)

30. *Hours of duty.*

The question of reducing the hours of duty to 42 hours a week should be reconsidered.

(Item 30 in Annexure I and pages 7 and 8 of Memorandum.)

(a) *Superior Branch, 2nd Division.*

(g) *Re Superior 2nd Division increments.*

1. Existing incumbents should be brought on to the new scale of pay in such a manner as will prevent them from receiving pay at a lower rate than they would have received if they had not been promoted to the 2nd Division.

2. The dates of accrual of increments should continue to be those on which they earned these before the revision.

3. The revision of pay which was sanctioned from the 27th September 1920 should have retrospective effect from the 1st December 1919, as in the case of the classes of officials whose pay was revised on the recommendation of the Telegraph Committee, 1920.

Item in the agenda, with a brief abstract of the claim or request and references to the pages of the Memorandum and its annexures in which it is dealt with.

Resolution of the Committee thereon.

(Page 4 of Memorandum, pages 1 and 5 of Annexure III, and Annexure IV. The points other than those dealt with in the resolution in the next column are either outside the scope of the enquiry or are covered by other resolutions.)

(2) The Committee consider\* that there is no reason for making a distinction between the Traffic and the Engineering Branches in the matter of the date from which increment in the scale of pay for the 2nd Division should be earned, and that the rule which applies in the case of the Traffic Branch should be made applicable also to the other Branch. We understand from Mr. deMonte that the rule in the case of Deputy Superintendents promoted to the 2nd Division of the Superior Traffic Branch is that the increment is granted on the anniversary of the date on which they previously got it. The Committee feel satisfied that unless the former date of accrual of increments applicable to each officer is taken into account for the purpose of increment under the revised scale, some of them stand to lose in the aggregate and also in their rate of pension, and therefore recommend that those dates might be taken as the dates for the increment under the revised scale. The Committee find that this was the course adopted in the case of Deputy Superintendents, Telegraph Masters, and Telegraphists, etc., as also in the revision of the pay of the 2nd Division in 1919.

Having regard to the fact that other sections of the Telegraph Branch have had the benefit of retrospective effect from 1st December 1919, although they had also had the benefit of a recent revision, and also to the fact that the proposal of the Department was to give effect to this revision from the 1st April 1920, this Committee strongly recommend that the adoption of that date, that is, the 1st April 1920, may be considered as a special case, particularly as the men have been complaining about the matter ever since the revision was sanctioned.

The creation of new superior appointments is a matter which must be left entirely to the Head of the Department, and the Committee cannot make any recommendation on the subject.

(b) *Technical Branch generally.*

A large number of additional appointments in the 2nd Division of the Superior Technical Branch should be created. There should also be at least five new appointments on a pay of Rs. 850-20-1,000-25-1,200 to which officers in the 2nd Division of the Superior Technical Branch may aspire.

(Page 4 of Memorandum.)

(c) *Exposure allowance.*

Men required to live under canvas should be given an allowance to compensate them for the disabilities.

(Page 6 of Memorandum.)

This is a case in which money compensation cannot arise. The Committee, however, urge that as far as possible tent life should be avoided.

Mr. Brookes, who was examined in this connection, stated that there was a certain amount of discomfort to which they were put under tent life and he agreed that the real remedy was to avoid the necessity for such life as soon as possible.

(d) *Re-conversion of important Combined offices into Departmental offices.*

The conversion of important Departmental offices into Combined offices has resulted not only in depriving the Telegraph staff of charges which they ought to hold, but also in reducing the efficiency of the service, and such offices should therefore be reconverted into Departmental offices.

(Pages 6 and 7 of Memorandum.)

(e) *The Technical allowance.*

It is pointed out that Superior Engineering officers receive in addition to their pay a Technical allowance of Rs. 75 a month and it is claimed that an allowance of the same class should be granted to all other officers technically certificated, including Telegraphists who possess the technical certificate, the amount of the allowance being fixed proportionately.

(Page 7 of Memorandum.)

Mr. Barton reports that the matter has been dropped.

Having re-examined this question of the claim of technically certificated officers to technical allowances on the analogy of the allowance of Rs. 75 allowed to Superior Engineering Officers recruited in Europe, the Committee agree with the conclusion arrived at by the Telegraph Committee, 1920, in the last sub-paragraph of paragraph 29 of their Report, namely that there is no ground for granting it.

The analogy urged does not apply as the allowance of Rs. 75 is given in consideration of the superior professional qualifications secured by a course of training in the United Kingdom as announced in the Resolution of the Government of India in the Department of Commerce, No. 4874, dated the 4th August 1920.

Item in the agenda, with a brief abstract of the claim or request and references to the pages of the Memorandum and its annexures in which it is dealt with.

Resolution of the Committee thereon.

(f) *Lost increments resulting from the reorganisation of 1908.*

The "average grade" Telegraphists who in the reorganisation of 1908 were brought on to the revised scale of pay at a point below that which would have been admissible if they had been given credit for the whole of their service should now not only be given the pay to which they would be entitled if their entire service had been allowed to count, but should also be compensated in some manner for the loss of increments from 1908 to 1920. (Pages 8 and 9 of Memorandum.)

(g) *Loss of double increment.*

The "Average Grade" Telegraphists who as the result of the reorganisation of 1908 lost the benefit of a "double increment" should now have this restored to them.

(Page 9 of Memorandum.)

(h) *Field service conditions.*

The conditions under which Telegraph subordinates are required to serve in the Field are wholly unsatisfactory and the hope that they would be improved has not yet been realised.

(Pages 9 and 10 of Memorandum.)

(i) *Improved pension rules.*

The improved pension rules should be extended to all ranks of the Department.

(Page 10 of Memorandum.)

Moreover, this allowance is not peculiar to the Telegraph Department being given also to Engineers of other Departments on the same grounds.

Mr. deMonte was examined on this point.

In view of the delay that has taken place since this question arose in 1908 and of the fact that the first complaint only came up in 1913 and was remedied in 1915 in so far as it was considered real, on the express understanding no further question would be raised about it, and also of the fact that a further question was only raised again about 1919 and in view also of the certain result of unsettling the position and status and chances of promotion of other people if this re-adjustment were made, the Committee regret that they are unable to recommend the reopening of this question as the grievance is not of such a substantial character.

Mr. Barton and Colonel Gidney dissent.\*

Mr. deMonte, who was examined on this point, states that after 1908 the fact that any person got the benefit of a double increment did not give him any advantage in the matter of seniority over those who did not receive it, all questions of seniority being determined only according to the date of entry in the service. But the men in service who were transferred to the new scales of pay on the 1st July 1908, had, by receiving the advantage of a double increment, their seniority determined according to the amount of their increased pay on that date. This might have resulted in some persons with longer service being superseded by men of shorter service which he admits should not have occurred, but he is not sure that there are such cases.

The Committee recommend to Government that if there are such cases they should be rectified on being brought to notice. As regards the other complaint under this head that men with longer service than 6 years in 1908 were not given the benefit of the concession of a double increment which was allowed only in the case of a telegraphist of recognised skill and good character in the 6th year of his service, the Committee consider that it is not a legitimate grievance. The concession was apparently intended to induce young men to put forth their best efforts in the first years of their service and in such a case we must draw the line somewhere.

Mr. Barton and Colonel Gidney wish to add the following note.

Further that should there be cases in which men of less service are in receipt of more pay than men of greater service provided the latter have not lost their increments as a result of punishment, their respective salaries should be accordingly adjusted.

As it is reported that the whole of the field service conditions are under reconsideration, the Committee consider that no useful purpose would be served by discussing this question.

The Committee do not consider that the conditions of service in the Telegraph Department are so dissimilar as would justify their recommending the relaxation of the general pension rules in favour of members of that Department. Such difficulties as there are must have been taken note of in fixing their pay and allowances and concessions and there are other Departments labouring under similar difficulties of irregular hours of duty and less number of holidays. The proper remedy in such cases is to provide sufficient staff and to allow a sufficient leave reserve as suggested by the Telegraph Committee of 1920. It is a well-known fact that even in Departments where there are regular hours of duty, both officers and men give their extra time and even night hours without any overtime allowances. The difference as between superior officers and inferior officers in the "improved pension rules" is one applicable to all Departments and the Committee cannot recommend any alteration as regards this Branch alone.

\*Vide further notes by Mr. Barton and Colonel Gidney (Annexure B.).

†Vide also further note by Colonel Gidney and Mr. Barton about this (Annexure B.).

Item in the agenda, with a brief abstract of the claim or request and references to the pages of the Memorandum and its annexures in which it is dealt with.

Resolution of the Committee thereon.

(j) *Postal recruited men.*  
 (1) All Local Service Telegraphists who were recruited either from the clerical line of the Telegraph Branch or from the Postal Branch should be brought on to the Local Service scale of pay at the stage which they would have reached if they had been in it throughout their service.

Or

(2) The amount of the increments due under the revised scales of pay for signal room clerks or Postal clerks, as the case may be, in respect of the service rendered by them in those capacities should be added to the pay admissible to them as Local Service Telegraphists.

(Page 10 of Memorandum and Annexure II.)

(k) *Signal Office Jemadars, Head Peons, etc.*

The claims of these men to a revision of pay should be considered. The following scales might be introduced:—

Jemadars Rs. 25—2—45,

Head Peons Rs. 20—2—30,

Local office peons Rs. 18—1—28,  
 with a house rent allowance of Rs. 4 a month.

(Page 10 of Memorandum.)

(l) *Supersessions.*

There is a tendency on the part of officers responsible for ordering promotion to abuse their power of selection with the result that qualified men are superseded.

Except in glaring cases of incompetence supersessions should not be countenanced.

(Page 1 of Annexure III.)

(m) *Presidency allowances.*

There is no justification for the ruling of the Deputy Accountant-General, Posts and Telegraphs, that officers of the 2nd Division of the Superior Engineering and Technical Branches, Deputy Assistant Engineers and Deputy Assistant Electricians are not entitled to draw in addition to house rent allowance at the enhanced rates sanctioned by Government last year, the whole of the Presidency allowances formerly admissible to them, and that the total amount that may be drawn on account of both allowances is limited to Rs. 70 a month.

The Presidency allowances should be granted in full to these officers in addition to the enhanced house rent allowances, and the same rule should be applied to the corresponding officers of the Traffic Branch.

(Page 3 of Annexure III.)

Having given their best consideration to this question, the Committee regret that they cannot see their way to support this claim, as most of the men concerned voluntarily elected to enter a Department from what was altogether a separate Department at a time when the prospects in the new Department were decidedly better, and they cannot fairly seek to be treated as if they had remained in the original Department.

In the case of the clerical establishment of the Telegraph Branch who became Local Service Telegraphists, their claim to count their service as clerks for increments cannot also be entertained as the two branches are altogether different and there is no reason in this case to depart from the ordinary rule which has been applied in other cases, e.g., that of the Indian Inspecting Telegraphists.

The Committee are informed that proposals for revising the pay of these people on the lines of the revision sanctioned for the corresponding men in the Postal Branch are before Government and it is not, therefore, necessary to make any specific recommendations.

The matter\* is a purely administrative matter and the Committee have no remarks to make.

It is clear from the correspondence that the intention was to abolish the Presidency allowances which were granted only to Deputy Superintendents, Engineering and Technical, employed in Presidency towns and to place them on the same footing in the matter of allowances as Deputy Superintendents, Traffic, by increasing the scale of house rent for the former, and further the Committee understand that there is a proposal† before Government to further increase the house rent in Calcutta and Bombay from Rs. 60 to Rs. 70.

\* Vide *Resolution on recruitment to General scales item (o) of Agenda.*

† The file containing the proposal was subsequently referred to the committee and the proposal was approved of by them.

Item in the agenda, with a brief abstract of the claim or request and references to the pages of the Memorandum and its annexures in which it is dealt with.

Resolution of the Committee thereon.

(n) *Baudot examination and, incidentally, examination for Superior Traffic Branch, 2nd Division.*

There should be no re-examination of Baudot supervisors.

There should be no examination to test an officer's fitness for the 2nd Division of the Superior Traffic Branch.

(Page 4 of Annexure III.)

(o) *Method of transfer of Local Service men to General Service.*

Senior men should not be passed over for transfer to the General Service on the ground that they cannot pass the signalling test. Their other qualifications should be considered.

(Pages 4 and 5 of Annexure III.)

(p) *Delivery peons and Kutnee allowance.*

Delivery peons are removed from their legitimate duties and employed in the instrument room, and are given in lieu of the task-work money (not subsistence allowance as stated in the complaint) which they in consequence cannot earn, a Kutnee allowance which amounts to less than their task-work earnings.

It is claimed that if the diversion is unavoidable in the interests of the service, the men should either be given both task-work-money and Kutnee allowance or the amount of the latter allowance should be increased to Rs. 1-2-0 a day.

(r) *Manner of filling 11 additional appointments in executive grade of the Superior Engineering Branch recently sanctioned by Secretary of State.*

Twelve appointments in the 1st Division of the Superior Traffic Branch on a pay of Rs. 900—50—1,400 should be created immediately, 8 to be filled by officers of the 2nd Division of the Superior Traffic Branch and 4 by officers of the 2nd Division of the Superior Engineering and Technical Branches pending the creation of 10 similar appointments in the Engineering and 4 in the Technical Branch.

(Paragraphs 3 and 7 and item 1 in "Summary of demands" in Annexure IV.)

(s) *Manner of bringing Local Service Telegraph Masters on to the General Service scale.*

Mr. Barton states that he is satisfied with the arrangements already made by the Department, and there is nothing therefore to consider.

Although the Committee consider that this is a purely administrative matter, yet, in view of the large number of complaints, they recommend that the Director-General of Posts and Telegraphs should be requested to examine the cases of volunteers from the Circle Service for General Service whose claims have been ignored or set aside.

The President having remarked that he had received a number of complaints\* from Indians expressing their belief that their claims for promotion and transfer have been discounted on the ground that they are Indians, the Committee wish to state that this belief has been refuted by the Department and, whilst they accept this refutation, yet in view of the existing impression they would bring this matter to the notice of Government.

Mr. Barton reports that the matter has been settled.

The following is a copy of a note recorded by the Committee on the office file of the Director-General of Posts and Telegraphs, and covers this question:—

"The Committee consider that the transfer of Engineering officers now employed on the Traffic side back to the Engineering side in the vacancies which have now occurred is eminently desirable as the men in the Traffic Branch have not had a chance of being promoted to the 1st Division of that Branch for over 7 years and they also consider that the proposal to transfer 5 of these Engineering officers back to the Engineering side is the utmost that in the circumstances can be done at present, and recommend the adoption of those proposals in their entirety."

N. B.—Mr. Barton and Colonel Gidney have added a note on the 17th explaining the exact meaning of the above, which is accepted by the Committee. It is as follows:—

"The proposals imply that the Traffic Branch get at once two permanent appointments and three officiating appointments in the 1st Division and this irrespective of the two temporary appointments at present held by Messrs Mukerji and Bunyan."

The following is a copy of a note recorded by the Committee on a file referred to them by the Department of Commerce and contains the Committee's views and recommendations on the subject:

\*Vide Mr. Barton's note referred to in the Minutes of the Proceedings of the 21st June.



Item in the agenda, with a brief abstract of the claim or request and references to the pages of the Memorandum and its annexures in which it is dealt with.

Resolution of the Committee thereon.

"The Committee having considered the similarity of conditions applicable to Telegraphists and Telegraph Masters and also the respective amounts of increase which they get on transfer to the General Service, they see no reason why the present distinction should be maintained and would therefore recommend that the rule in the case of Telegraphists should be made applicable to that of Telegraph Masters."

T. RANGACHARIAR.

## APPENDIX.

## MINUTES OF THE PROCEEDINGS.

*Proceedings of the meeting of the Telegraph Committee held at Delhi on the 18th March 1921.*

## PRESENT :

1. Rao Bahadur TIRUVENKATA RANGACHARIAR, M.L.A., *President*.
2. Mr. W. SUTHERLAND, V.D., M.I.E.E.
3. Lieutenant-Colonel H. A. J. GIDNEY, M.L.A.
4. Mr. A. F. L. BRAYNE, I.C.S.
5. Mr. H. BARTON, M.L.C.
6. Mr. C. G. HAMILTON, *Secretary*.

The President briefly outlined the questions referred to the Committee and pointed out that the questions required study of previous papers and correspondence and suggested to the members that in view of the heavy work in the Assembly it would not be possible to do full justice to the work entrusted to them if the meetings were to go on side by side with the Assembly meetings. He also pointed out that the reference alluded to a Memorandum and four Annexures and it required some time to boil down the issues arising therefrom and to eliminate such as are outside the scope of the enquiry. This he proposed to do with Mr. Hamilton's assistance and circulate copies to the members in time for the next meeting which he proposed might be held in June.

The members agreeing, it was resolved :

- (a) to have the next meeting early in June at Simla,
- (b) in view of the postponement, to recommend to Government that any recommendation they may eventually make should have effect from the date of the appointment of this Committee, namely, 15th March 1921.

*Proceedings of an urgent meeting of the Telegraph Committee held at Delhi on the 21st March 1921.*

## PRESENT :

(Same as above.)

In consequence of an urgent letter received from Mr. Barton, in regard to the filling up of the 11 new appointments sanctioned by the Secretary of State and the safeguarding of the claims of the Superior 2nd Division this meeting was called by the Chairman.

Mr. Sutherland undertook that the 11 new appointments will not be filled up till the Committee meets in June and makes its recommendations and on that undertaking the Committee resolved to consider the question at its meetings to be held in June.

*Minutes of the Proceedings of the Telegraph Committee held at Simla on the 11th June 1921 at 11 a.m.*

## PRESENT :

1. Rao Bahadur TIRUVENKATA RANGACHARIAR, M.L.A., *President*.
2. Lieutenant-Colonel H. A. J. GIDNEY, M.L.A.
3. Mr. H. BARTON, M.L.C.
4. Mr. A. F. L. BRAYNE, I.C.S.
5. Mr. W. SUTHERLAND, V.D., M.I.E.E.
6. Mr. C. G. HAMILTON, *Secretary*.

After certain preliminary remarks by the President, the Committee proceeded to consider the items on the agenda in the following order.

On the first question herein, it was stated by Mr. Sutherland that apart from individual merit the new conditions of recruitment will not affect the existing Electrical and Engineering Supervisors in the matter of their promotion to the grade of Deputy Superintendents. Accepting that statement, the Committee proceeded to consider the next point and resolved that having regard to the fact that this allowance of Rs. 40 was originally granted as compensation

Electrical Supervisors and Engineering Supervisors.

Prospect of Promotion and Removal of limit of Ra. 350 for pay plus duty allowance.

against pie money, overtime allowance and officiating Telegraph Masters' allowance and not as duty allowance, though it is now treated as a duty allowance and as no case for compensation could arise at the stage when their pay is Rs. 310, they could not see their way to recommend the withdrawal of the maximum limit of Rs. 350.

*Vide Minutes of 14th June.*

(Mr. Russell was also later examined at his request as representative of that Branch and he admitted that he was satisfied with the existing rule imposing the limit and his point was that it should be continued to be treated as a duty allowance and he was assured there was no intention to treat it otherwise on the part of the Committee.)

14

**Indian Inspecting Telegraphists.**

1. Claim to duty allowance as in the case of Inspecting Telegraphists.

2. Claim to benefit of past service as Inspecting Telegraphists in being brought on to new scale already sanctioned.

II. Having regard to the fact that the Indian Inspecting Telegraphists are performing the same duties as the Engineering Supervisors (formerly designated Inspecting telegraphists), the original scope of their duties having also been extended, and having regard also to the fact that Engineering Supervisors who have not passed the examination also get the allowance of Rs. 40, the Committee feel that the allowance, which should be treated as a duty allowance, should not be withheld from them, as they consider that there is no valid reason for making a distinction in this case: and the Committee wish also to draw attention to the fact that this service is to disappear soon and the additional expenditure is not going to be a recurring one for long.

Mr. Sutherland and Mr. Brayne disagree on the ground that the Indian Inspecting Telegraphists were differently recruited and have not the same qualifications and that they are amply paid and have excellent prospects if they pass the examination.

Recorded on the 17th.

The Committee consider that the rule recommended in paragraph 5, Chapter I, of the Report of the Postal Committee, 1920, is a safe rule to go upon in this case also and would, therefore, recommend its adoption subject to the 50 per cent. maximum limit on the pay and war allowance the officers would have drawn under the old scale on the 1st April 1920 according to the statement placed before the Committee and subject also to the maximum of the new scale. This recommendation should be given effect to from the 1st March 1921. In the case of any official whose promotion has been stopped, the maximum will be the pay of the stage at which the efficiency bar is applied.

The Committee adjourned at 2-30 P.M. to 11 A.M. on the 13th.

*N. B.*—The President has appended a note explaining the majority view.

*NOTE.*—(The second point arising under this head was after some discussion on the 13th reserved for further consideration pending the receipt of information called for.)

*Minutes of the Proceedings of the Telegraph Committee held on the 13th June 1921 at 11 a.m.*

PRESENT:

(As before.)

Mr. Barton urged for a re-consideration of point No. 1 decided on the 11th, but this was after discussion found unnecessary. The Committee proceeded to discuss the other items.

15, 16 and 17.  
Telephone operators.  
Test operators.  
Head operators.  
Inspectors.  
Casual leave and overtime allowance.

18  
Electrical Mistries.

19  
Linemen and Sub-Inspectors.

III. (1) The Committee recognize that the matter of granting casual leave is one which should be left entirely at the discretion of the Head of the Department, but as it has been brought out that there is a rule limiting the aggregate period to 12 days in the case of telephone operators, while in the case of other establishments an aggregate period of 20 days is permitted, the Committee strongly recommend that the question be considered of equalizing the period.

(2) The Committee recommend that the scale of overtime allowance for telephone operators should be made the same as that at present applied to signal room clerks.

IV. The Committee are informed that a revision has since been sanctioned.

V. Having regard to the fact that certain men of these classes get either free quarters or house-rent allowances and also to the fact that their duties lie outside their stations, the Committee strongly recommend the acceptance of the proposals contained in the memorandum put up by the Chief Engineer for granting house-rent allowance.

Before dispersing for the day, the President announced that he had received various communications urging that the question of the revision of the pay of the Civil wireless operators should be brought on the agenda and he stated that he would certainly re-consider the question and that, if on going through the papers again it was not a case of re-revision as he found it to be he would bring it up for consideration.

NOTE.—The decision\* was given on the 20th excluding the subject from consideration.

*Minutes of the proceedings of the Telegraph Committee held on the 14th June 1921.*

PRESENT :

(As before.)

A letter was received by the President from Mr. Russell asking he should be examined in connection with point No. 1 as he thought there was a mistake made in that connection and on his being sent for and examined he admitted that he made a mistake and stated he had no objection to the rule as it stands and urged the allowance should be treated only as a duty allowance,

21  
Standard of accommodation or limit of space to be allowed in Government quarters.

VI. Whatever the limit of space may be for the living room, this Committee would adhere to the recommendations made by the Telegraph Committee, 1920, that the store room and bath-room should be excluded from the calculation in all cases and treated as separate units.

The Committee reiterate the urgency of the question of initiating and pursuing a comprehensive scheme for the purchase and construction of quarters for the operating and supervising staff of the Telegraph Department, and would urge that it should be taken up as soon as possible.

22  
Families.  
Who are all included in the term "Family" for travelling allowances and accommodation ?

VII. This is apparently based on a general rule regarding travelling allowances and the Committee do not consider that there is any justification for making a difference in this case as desired, so as to include widowed mothers and minor sisters and brothers solely dependent on bachelors.

23  
House-rent allowance as affecting Telegraph Masters and Deputy Superintendents when on leave.

VIII. The Committee do not think that there is any necessity for modifying the rules in paragraph 241 of the Telegraph Manual, Volume II, as the modification desired is likely to prejudicially affect the Telegraphist when he acts as a Telegraph Master.

26  
Delivery staff.

IX. The Committee strongly recommend that the delivery staff should be given a house-rent allowance wherever it is granted to postal peons and would urge a very early settlement of the question.

(Mr. Ewbank who was present, informed the Committee that the question was under consideration.)

28  
Presidency towns.

X. The request is apparently based on a misapprehension as Lahore is not a Presidency town. As a question of re-revision of pay, the request is outside the scope of this Committee's enquiry.

(d)  
Re-conversion of important combined offices into Departmental offices.

XI. Mr. Barton reports that the matter has been dropped.

(h)  
Field service conditions.

XII. As it is reported that the whole of the field service conditions are under re-consideration, the Committee consider that no useful purpose would be served by discussing this question.

(l)  
Supersessions.

XIII. The matter is a purely administrative matter and the Committee have no remarks to make.

(p)  
Delivery peons and Kutnee allowance.

XIV. Mr. Barton reports that the matter has been settled.

(c)  
Exposure allowance when living under canvas.

XV. This is a case in which money compensation cannot arise. The Committee, however, urge that as far as possible tent life should be avoided.

Mr. Brookes, who was examined in this connection, stated that there was a certain amount of discomfort to which they were put under tent life and he agreed that the real remedy was to avoid the necessity for such life as soon as possible.

The Committee adjourned at 2-30 P.M. to 11 A.M. on the 15th.

*Minutes of the proceedings of the Telegraph Committee held on the 15th June 1921 at 11 a.m.*

PRESENT :

(As before).

(e)  
The technical allowance.

XVI. Having re-examined this question of the claim of technically certificated officers to technical allowances on the analogy of the allowance of Rs. 75 allowed to Superior Engineering officers recruited in Europe, the Committee agree with the conclusion arrived at by the Telegraph Committee, 1920, in the last sub-paragraph of paragraph 29 of their Report, namely, that there is no ground for granting it. The analogy urged does not apply as the allowance of Rs. 75 is given in consideration of the superior professional qualifications secured by a course of training in the United Kingdom as announced in the Resolution of the Government of India in the Department of Commerce, No. 4874, dated the 4th August 1920. Moreover this allowance is not peculiar to the Telegraph Department, being given also to Engineers of other Departments on the same grounds.

(f)  
Lost increments resulting from the reorganization of 1908.

XVII.—Mr. deMonte was examined on this point.

In view of the delay that has taken place since this question arose in 1908 and of the fact that the first complaint only came up in 1913 and was remedied in 1915 in so far as it was considered real, on the express understanding no further question would be raised about it, and also of the fact that a further question was only raised again about 1919 and in view also of the certain result of unsettling the position and status and chances of promotion of other people if this re-adjustment were made, the Committee regret that they are unable to recommend the re-opening of this question as the grievance is not of such a substantial character,

Mr. Barton and Colonel Gidney dissent,

The Committee adjourned at 2 P.M. to 11 A.M. on the 16th.

*Minutes of the proceedings of the Telegraph committee held on the 16th June 1921 at 11 a.m.*

PRESENT :

(As before.)

Loss of double increment.

XVIII. Mr. deMonte, who was examined on this point states that after 1908 the fact that any person got the benefit of a double increment did not give him any advantage in the matter of seniority over those who did not receive it, all questions of seniority being determined only according to the date of entry in the service. But the men in service who were transferred to the new scales of pay on the 1st July 1908 had, by receiving the advantage of a double increment, their seniority determined according to the amount of their increased pay on that date. This might have resulted in some persons with longer service being superseded by men of shorter service which he admits should not have occurred, but he is not sure that there are such cases.

The Committee recommend to Government that if there are such cases, they should be rectified on being brought to notice. As regards the other complaint under this head that men with longer service than six years in 1908 were not given the benefit of the concession of a double increment which was allowed only in the case of a telegraphist of recognized skill and good character in the 6th year of his service, the Committee consider that it is not a legitimate grievance. The concession was apparently intended to induce young men to put forth their best efforts in the first years of their service and in such a case we must draw the line somewhere.

Mr. Barton and Colonel Gidney wish to add the following note:—

Further, that should there be cases in which men of less service are in receipt of more pay than men of greater service, provided the latter have not lost their increments as a result of punishment, their respective salaries should be accordingly adjusted.

Signal Office (k)  
jemadars, head  
peons, etc.

XIX. The Committee are informed that proposals for revising the pay of these people on the lines of the revision sanctioned for the corresponding men in the Postal Branch are before Government and it is not, therefore, necessary to make any specific recommendations.

(r)  
Manner of filling 11 additional ap-  
pointments in executive grade of  
Superior Engineering Branch recently  
sanctioned by Secretary of State.

XX. The following is a copy of a note recorded by the Committee on the office file of the Director General of Posts and Telegraphs and covers this question:—

“The Committee consider that the transfer of Engineering officers now employed on the Traffic side back to the Engineering side in the vacancies which have now occurred is eminently desirable as the men in the Traffic Branch have not had a chance of being promoted to the 1st Division of that Branch for over seven years, and they also consider that the proposal to transfer five of these Engineering officers back to the Engineering side is the utmost that in the circumstances can be done at present, and recommend the adoption of those proposals in their entirety.”

N. B.— Mr. Barton and Colonel Gidney added a note on the 17th, explaining the exact meaning of the above which is accepted by the Committee. It is as follows:—

“The proposals imply that the Traffic Branch get at once two permanent appointments and three officiating appointments in the 1st Division and this irrespective of the two temporary appointments at present held by Messrs. Mukerji and Bunyan.”

(m)  
Presidency allowances.

XXI. It is clear from the correspondence that the intention was to abolish the Presidency allowances which were granted only to Deputy Superintendents, Engineering and Technical, employed in Presidency towns and to place them on the same footing in the matter of allowances as Deputy Superintendents, Traffic, by increasing the scale of house rent for the former, and further the Committee understand that there is a proposal before Government to further increase the house rent in Calcutta and Bombay from Rs. 60 to Rs. 70.

The Committee adjourned at 2 p.m. to 11 a.m. on the 17th.

*Minutes of the proceedings of the Telegraph Committee held on the 17th June 1921 at 11-30 a. m.*

PRESENT :

(As before.)

(s)  
Improved pension rules.

XXII. The Committee do not consider that the conditions of service in the Telegraph Department are so dissimilar as would justify their recommending the relaxation of the general pension rules in favour of members of that Department. Such difficulties as there are must have been taken note of in fixing their pay and allowances and concessions and there are other Departments labouring under similar difficulties of irregular hours of duty and less number of holidays. The proper remedy in such cases is to provide sufficient staff and to allow a sufficient leave reserve as suggested by the Telegraph Committee of 1920. It is a well known fact that even in departments where there are regular hours of duty, both officers and men give their extra time and even night hours without any overtime allowances. The difference as between superior officers and inferior officers in the "improved pension rules" is one applicable to all departments and the Committee cannot recommend any alteration as regards this branch alone.

(a)  
Superior Branch, 2nd Division.  
(g)  
Re Superior 2nd Division increments.

This was later omitted, vide proceedings of the 20th.

XXIII. The proposals of the Director General for removing the anomaly of a man getting less pay as the result of promotion to the 2nd Division than he would have got if he had remained a Deputy Superintendent by giving him a little more pay than he would have drawn had he not been promoted, as shown in the statements prepared by him, appear reasonable and necessary. This does not, however, apply in the case of men promoted to the 2nd Division after the 20th December 1919. (The Committee would, however, draw attention to the fact that these proposals still leave untouched the other anomaly of junior men drawing more pay than their seniors by the accident of their having had the benefit of two revisions and the Committee consider that some method should be devised to remedy this inequality adequately.)

(Consideration of this point adjourned.)

(2) The Committee consider that there is no reason for making a distinction between the Traffic and the Engineering Branches in the matter of the date from which increment in the scale of pay for the 2nd Division should be earned, and that the rule which applies in the case of the Traffic Branch should be made applicable also to the other Branch.

We understand from Mr. deMonte that the rule in the case of Deputy Superintendents promoted to the 2nd Division of the Superior Traffic Branch is that the increment is granted on the anniversary of the date on which they previously got it. (In the case of permanent officers of the 2nd Division brought on to the new scale, we see no reason for recommending any departure from the ordinary rule of the Civil Service Regulations.)

This was later removed, vide proceedings of the 20th.

(Colonel Gidney and Mr. Barton do not agree with the last sentence above.)

The Committee adjourned at 3 p.m. to 11 a.m. on the 18th.

*Minutes of the Proceedings of the Telegraph Committee held on the 13th June 1921 at 11 a.m.*

PRESENT:

*(As before.)**(a) and (q)*

Superior Branch 2nd Division.

Re Superior 2nd Division increments.

This was later omitted—*vide* Proceedings of the 20th.

†These are subject to verification.

\*XXIV. Having considered in detail, with the help of the lists filed by Mr. Barton, the point left over at yesterday's meeting, the Committee recommend that in the case of the following five men, namely, Messrs. Raikes, Walker and Human of the Traffic Branch, Rodrigues of the Engineering Branch and Osborne of the Technical Branch, their pay as from the 1st October 1920 should be brought up to the amounts† shown against them in the last column of the lists. The Committee cannot help remarking that this course has become inevitable on account of the fact that the majority of the other men have been allowed the benefit of three revisions. The Committee have considered the other alternative of stopping further increments in the case of the other men until the date on which they would have earned it if they had not had the benefit of the third revision, but, although these men have been very liberally treated, the Committee abstain from recommending this course because by so doing the Committee should be remedying one grievance and creating another.

XXV. Having regard to the fact that other sections of the Telegraph Branch have had the benefit of retrospective effect from 1st December 1919, although they had also had the benefit of a recent revision, and also to the fact that the proposal of the Department was to give effect to this revision from the 1st April 1920, this Committee strongly recommend that the adoption of that date, that is, the 1st April 1920, may be considered as a special case particularly as the men have been complaining about the matter ever since the revision was sanctioned.

This portion is unnecessary—*vide* Proceedings of the 20th.

This recommendation does not apply in the case of the five men dealt with in the previous Resolution as they get the benefit otherwise.

*(o)*

Method of transfer of Local Service men to General Service.

XXVI. Although the Committee consider that this is a purely administrative matter, yet, in view of the large number of complaints, they recommend that the Director General of Posts and Telegraphs should be requested to examine the cases of volunteers from the Circle Service for General Service whose claims have been ignored or set aside.

*(s)*

Manner of bringing Local Service Telegraph Masters on to the General Service scale.

XXVII. The following is a copy of a note recorded by the Committee on a file referred to them by the Department of Commerce and contains the Committee's views and recommendations on the subject:—

“The Committee having considered the similarity of conditions applicable to Telegraphists and Telegraph Masters and also the respective amounts of increase which they get on transfer to the General Service, they see no reason why the present distinction should be maintained and would therefore recommend that the rule in the case of Telegraphists should be made applicable to that of Telegraph Masters.”

*(j)*

Postal recruited men.

XXVIII. Having given their best consideration to this question, the Committee regret that they cannot see their way to support this claim, as most of the men concerned voluntarily elected to enter a Department from what was altogether a separate Department at a time when the prospects in the new Department were decidedly better, and they cannot fairly seek to be treated as if they had remained in the original Department.

In the case of the clerical establishment of the Telegraph Branch who became Local Service Telegraphists, their claim to count their service as clerks for increments cannot also be entertained as the two branches are altogether different and there is no reason in this case to depart from the ordinary rule which has been applied in other cases, *e.g.*, that of the Indian Inspecting Telegraphists.

The Committee adjourned at 2 p.m. to 2-30 p.m. on the 20th.



*Minutes of the Proceedings of the Telegraph Committee held on the 20th June 1921 at 2-30 p.m.*

PRESENT:

*(As before.)*

\*Annexure G. to Report.

XXIX. Having read Mr. Barton's note\* regarding Resolutions Nos. XXV and XXIII (2) and having heard Mr. McKie, the Committee feel satisfied that unless the former date of accrual of increment applicable to each officer is taken into account for the purpose of increment under the revised scale, some of them stand to lose in the aggregate and also in their rate of pension, and therefore recommend that those dates might be taken as the dates for the increment under the revised scale. The Committee find that this was the course adopted in the case of Deputy Superintendents, Telegraph Masters, and Telegraphists, etc., as also in the revision of the pay of the 2nd Division in 1919.

The last sentence in Resolution No. XXIII (Clauses 1 and 2) should therefore be deleted as also the last clause in Resolution No. XXV.

XXX. Having again considered the lists† put up by Mr. Barton which has since been examined with the help of Mr. deMonte, the Committee find that the proposals made by the Director General and accepted by the Committee are in the circumstances quite adequate. Therefore, the recommendations contained in the latter portion of Resolution XXIII (1) and in Resolution XXIV are withdrawn.

(b)  
Technical Branch generally.

XXXI. The creation of new superior appointments is a matter which must be left entirely to the Head of the Department, and the Committee cannot make any recommendation on the subject.

Mr. Nand Lal, Signal Room Clerk, and the chosen representative of the clerks in Simla, was examined on a memorandum submitted by him.

The Committee adjourned at 5-30 P.M. to 2-30 P.M. on the 21st.

*Minutes of the Proceedings of the Telegraph Committee held on the 21st June 1921 at 2-30 p.m.*

PRESENT:

*(As before.)*

†Annexure H. to Report.

XXXII. *Read.*—A note† by Mr. Barton regarding Resolution No. XXVI.

*Resolved.*—To accept a draft prepared by Colonel Gidney, which is as follows:—

To be added to Resolution No. XXVI.

The President having remarked that he had received a number of complaints from Indians expressing their belief that their claims for promotion and transfer have been discounted on the ground that they are Indians, the Committee wish to state that this belief has been refuted by the Department and, whilst they accept this refutation, yet in view of the existing impression they would bring this matter to the notice of Government.

The following witnesses were examined:—

1. Mr. Brookes, Baudot Supervisor.
2. Mr. Keshar Ram, Local Scale Telegraphist.
3. Mr. S. C. Chatterji, General Scale Telegraphist.
4. Mr. J. D. Kapur, Telegraph Inspector, Kalka-Simla Railway.

Having heard their evidence, the Committee proceeded to consider the question of hill allowances.

The Committee adjourned at 6 P.M. to 2-30 P.M. on the 22nd.

† Annexure I to the Report.

*Minutes of the Proceedings of the Telegraph Committee held on the 22nd June 1921 at 2-30 p.m.*

PRESENT :

*(As before.)*

29 and 27.  
Hill allowances and locality allow-  
ances.

The Committee desire at the outset to state that they found it difficult to follow what exactly they were expected to deal with under this head but, avoiding all technicality, the Committee adopted a liberal construction and took the reference to mean whether any and if so what hill allowances should be given to employes in the Telegraph Department and to what classes of such employes. The Committee examined the following witnesses :—

Messrs. Brookes, Keshar Ram, Chatterji, and Kapur. Their evidence establishes that the cost of living in Simla is extremely high and persons drawing a salary of Rs. 200 and under and in receipt of no compensation for local conditions must be put to extreme discomfort in making both ends meet. This must be particularly so in the case of persons who do not get free quarters or house rent allowance. The Indian witnesses, both telegraphists and clerks, examined complain bitterly that they are not given quarters and that they have to live far away from their place of business, namely, the Telegraph Office, no accommodation being available near, and are also put to considerable hardship in the matter of medical attendance for themselves and members of their family, water-supply, clothing, etc., and it is a well-known fact that Simla is a costly place. This is recognized in other Departments where in the case of similar lower and upper subordinates Simla allowances at varying rates are allowed, sometimes with free quarters or house rent allowance and sometimes without. The conditions of life in most of the hill stations are more or less similar but this Committee do not consider that without making a local enquiry they can safely offer any definite suggestion as regards all hill stations, and though the terms of reference are entirely general, the Committee do not feel justified in embarking upon such a costly local enquiry as they feel that this is a matter in which the necessary guidance can be got from the course pursued by Local Governments of the Government of India in other similar departments and the Committee trust that Government will approve of the action of the Committee in not undertaking such an enquiry.

Vide I and II.

The Committee feel they are on safe ground in making definite recommendations regarding Simla about which they have some local knowledge and they have also the assistance of witnesses. One of the witnesses, Mr. Brookes, has furnished a list purporting to show the minimum expenditure to be incurred by men of the class earning Rs. 50 to 180 and according to that estimate—men of this class should have at least Rs. 125 per mensem to live with ordinary comfort in Simla. The Committee feel, however, that they cannot make any general recommendation so as to apply to all cases, for different considerations must apply to people who are supplied with decent free furnished quarters and with free lights and free water-supply near the place of business and those without such facilities.

Therefore the Committee proceed to deal with certain classes of cases brought to their notice. The first case calling for attention is that of clerks, local service telegraphists, telephone operators and such other lower subordinates whose pay is under Rs. 180 per-mensem and who have neither free quarters nor house rent allowance and are not station service men. It has been recognised all along that clerks should get a Simla allowance and they are allowed Rs. 10. The amount was fixed in 1910 or thereabouts. It was also the practice when the minimum pay of the telegraphists was Rs. 5 to allow Simla allowance up to Rs. 25. These people get the same pay whether they work in Simla or any station in

the plains. The Committee need not labour the point that such subordinates should get a higher pay when they come up to Simla. In considering the question of the exact amount to be recommended, the Committee consider that the safest rate to adopt will be the one adopted for the sister department, namely, the Postal, where people under similar conditions draw a Simla local allowance of Rs. 20 or 25; and in some cases where they have been engaged for service in Simla and Delhi the allowance should be given in Delhi also. The Committee recommend that in the case of all hill stations, with reference to this class of subordinates, some extra allowance should be given and the Director-General should be asked to ascertain and submit to Government suitable rates for sanction. In the case of inferior classes of servants such as mistries, linemen, and menial establishment, who receive no enhanced pay or allowance, the Committee would recommend Simla allowance on the same scale as is allowed to inferior servants of the Government of India Secretariat. In the case of menials and inferior establishment, if they are local men locally engaged and are not liable to be transferred, this allowance should not be given. That in the case of upper subordinates working in Simla whose total emoluments including allowance do not exceed Rs. 325, there is also a hardship requiring sympathetic consideration in that they receive the same salary and allowances and free quarters or house rent allowance while in Simla or any station in the plains and undoubtedly the cost of living in Simla even apart from house rents is considerably higher than in Delhi or elsewhere, and as in their case the emoluments are not high enough to live in comfort and not be out of pocket, the Committee consider that they also should get a Simla locality allowance of Rs. 20 or 25 as may be sanctioned for the lower subordinates referred to above. The Committee have given their anxious and full consideration to the point that these people are already in enjoyment of free quarters or house rent allowances and consider that that point, while going a great way to meet the difficulties in Simla, does not go far enough to alleviate the hardships which these people on moderate salaries are put to and the further fact remains that the house rent allowance or free quarters are given to them wherever they may be. We have also ascertained that in certain other cases, as, for instance, the Director General's office, both local and house rent allowances are given on the ground that hill allowance should be given where the salary is not fixed with reference also to the probability of a move to Simla as in the case of the Secretariat clerks. While it is true that high prices affect both high and low, it becomes a question of relieving necessity up to a certain stage and the Committee consider that a limit of Rs. 325 is certainly not an unreasonable or high limit in such cases having regard to the standard of ordinary comfort required for this class of people.

The reference to this Committee is to "enquire into the questions" contained in the papers referred to. The question so far as locality allowances are concerned is stated only in Annexure I as item No. 27 which runs as follows:—

*"Locality Allowances.—That, in all provinces where local allowances are operating under orders of the Local Government, the same allowances be extended to employees of the Telegraph Department."*

The request is too general. We have to find out what each Government including Burma does as regards each locality and that with reference to each class of employees. We have to compare the conditions of service with those of the corresponding classes in the Telegraph Department and then determine whether those allowances should be extended to the employees in the Telegraph Department in whole or in part. All this means an extended touring, and prolonged investigation which the Committee doubt whether it was the

intention of Government they should undertake. No arrangements have been made for this purpose. The Committee therefore are obliged to refrain from making any recommendations on this question, and they are compelled to reiterate the remarks contained in paragraph 31 of the report of the Telegraph Committee of 1920 and urge that the question should be speedily taken up and decided as soon as circumstances permit. The Committee understand that the powers of the Local Governments in respect of local allowances will shortly be increased and therefore no useful purpose will be served by any enquiry by them just now.

The Committee adjourned at 6 P.M. to 2-30 P.M. on the 23rd.

*Minutes of the Proceedings of the Telegraph Committee held on the 23rd June 1921 at 2-30 p.m.*

PRESENT :

(As before.)

20, 24 and 25,  
House rent allowance.

XXXIII.—These items raise important issues. It must be conceded that house-rent allowances can be claimed only in cases where Government are bound in the interests of efficiency of the service to provide house accommodation for their employees and they are not able to provide the same. There are certain recognized rules regulating this question. We understand that wherever the duties are such that the employees are compulsorily required to live within the premises of the offices or close to them or that the men are on very low pay or that, as in some places, there is great difficulty of accommodation,—these are the factors which are taken into account in giving free accommodation. On the ground that telegraphists and men in charge of offices are bound to attend at all odd hours, Government have recognized their obligation to provide free quarters or grant house-rent allowances in lieu thereof in their case except in certain cases to be referred to later. These considerations are liberal enough and the Committee cannot consistently with public interests recommend any extension of that scope especially as the Government is a large employer of labour of all sorts all over the country and any extension in this department will involve the extension in other departments: Cases have been brought to the notice of the Committee where the necessity of giving free quarters or granting house rents in lieu thereof is admitted and yet the same is denied in practice to certain other sections.

The first of its kind is the case of local or circle service telegraphists. There are two questions which arise under this head, Local or Circle Service telegraphists who entered up to 1st March 1913 or after that date.

(1) In the case of the former a distinction is maintained which we have no hesitation in recommending ought at once to be put an end to. The non-Indian gets free quarters or house rent allowances. The Indian does not. This should no longer be. The Committee recommend that all such Local or Circle Service men remaining in that service without being transferred to General or Station Service should get free quarters or house rent allowances when quarters are not available, subject to the proviso that if any officer refuses to occupy suitable quarters offered by the department he shall not draw any house rent allowance. The Committee consider that the decision as to what are suitable quarters must be left to the heads of the Department who will generally guide themselves by the rules as to accommodation and local conditions and habits.

(2) In the case of Local Service men who entered after 1st March 1913 on the distinct understanding that no free quarters will be given, it is true, as pointed out forcibly by the Telegraph Committee of 1920, that the conditions of service in actual practice are in no way less onerous or irksome than in the General

Service and they are also shifted about from place to place hundreds of miles away from their homes as often, if not oftener, than the other service men. But that service is to be abolished. Men in that service can get into the General Service or into, the newly created Station Service and they were recruited on a distinct understanding. That being so, the Committee are not prepared to make a general recommendation applicable to them. The Committee would, however, recommend that men in the Local Service, who are qualified for transfer to General Service and have not been so transferred for no fault of theirs, should be so taken as early as possible to the extent of the vacancies in the General Service, and should, pending such transfer, also receive house rent allowance.

Mr. Brayne objects to the last clause about paying house rent in the meanwhile.

Even in the case of men recruited after 1st March 1913 Mr. Barton would give house rent allowances to all who are willing and qualified to enter the General Service whether there are vacancies or not. The majority regret, however, that they cannot agree to this.

(3) The Committee in this connection also desire to draw attention to another fact brought to their notice during the enquiry. There are 19 Indian telegraphists at present at Simla, most of them being General Service men are entitled also to free quarters or house rent allowances. Not one of them is provided with Government quarters, while it is stated that all non-Indians who wanted quarters are given the same, the Government having also rented quarters at their own expense. Four private houses have been engaged to accommodate 37 non-Indians at a cost of Rs. 10,950 for this year, although if house rent allowances had been given instead the amount to be paid to those 37 men would be only Rs. 7,987-8-0. While admitting that this generous course is inevitable having regard to the conditions in Simla, the Committee have to draw attention to the same difficulties experienced by Indian telegraphists and brought to their notice by witnesses examined here and recommend that similar facilities of housing accommodation should also be found for Indian employees. They also have to come up on short notice and experience considerable difficulties in getting accommodation. It may be mentioned, however, that it does not appear that this particular class of men made any representations on the subject.

(4) The Signal Room clerks working in Simla are also subjected to the same difficulties. They have to attend at odd hours and live at long distances. Their case also deserves sympathetic consideration, but having regard to the allowance already recommended, the Committee do not make further recommendation under this head.

(5) Another case is brought to their notice. There are two classes of Inspecting Telegraphists or Engineering Supervisors, the method of recruitment alone being different. They perform identical duties and are subject to the same conditions of service. It is admitted that the nature of the service is one which entails on the Government the duty of providing free accommodation or granting house rent allowance in lieu. One class, the Inspecting Telegraphist gets free quarters or house rent allowance, the Indian Inspecting Telegraphist does not. The Committee recommend that all of them should get similar treatment.

President proposes this. The rest are against it.

The house rent allowances can but be a palliative in cases where free accommodation is considered necessary especially in places like Simla, where it is exceptionally difficult to obtain quarters reasonably near. In all such cases it is imperative that a programme for construction or renting premises should as early as possible be carried out in the order of urgency. The Committee recommend to Government that special notice should be taken of this question.

The Committee are not prepared to recommend any further extension of the existing list than the one recommended above of the classes of persons to whom the privilege of free accommodation should be given.

The housing problem is becoming a serious one everywhere in all big towns, and affects all classes of public servants. How far the Government can embark upon a huge productive house-building programme by incurring capital expenditure is a general question affecting all branches of service and this Committee do not feel confident to offer any suggestions under that head. The Committee are not also prepared to recommend any general revision of the figures already adopted by Government in the matter of house rent allowances.

The Committee, however, would add a recommendation that the case of Presidency Towns, specially that of Bombay may be sympathetically considered.

XXXIV.—This question has been carefully examined in paragraph 28 of the Report of the Telegraph Committee, 1920, and this Committee have nothing to add to the recommendations made therein. In this connection, the Committee desire to draw the attention of Government to the suggestions contained in a communication from one of the staff which was forwarded to the President by the Assistant Secretary, Indian Telegraph Association.

*N.B.*—Mr. Barton handed in a counter memorandum to the communication referred to above on the 24th which also may be considered in dealing with the suggestions herein.

The Committee adjourned at 6 P.M. to 2-30 P.M. on the 24th.

*Minutes of the Proceedings of the Telegraph Committee held on the 24th June 1921 at 2-30 p.m.*

PRESENT :

(As before.)

11, 12 and 13.  
Clerical Establishment including  
Engineering Branch ;  
Lower Cadre ;  
Munshis.

XXXV.—The case of the clerks has become complicated by various reasons. There was a revision in March 1919 which was defective in that the initial pay for each grade was too low and the benefit of past service was altogether ignored, and no immediate relief which was urgently needed was given to this class of low paid subordinates. The attempt to remedy these defects by the Telegraph Committee of 1920, while it remedied the initial pay fell into the same error of not giving immediate relief in most cases, especially in the case of the class III clerks and those drawing less than Rs. 50 under the old class II. The proposals of that Committee, such as they were, were after careful scrutiny accepted by the Government of India in Resolution No. 1629, dated the 30th April 1920, and announced in the Gazette. But while proceeding to give effect to those proposals the Government were induced to modify the original proposals which seriously interfered with the prospects of about 100 men in the old class II in that they were deprived of the absorption in the new class II to which they were entitled under the Government orders of April 1920.

Since then the case has been further complicated by trying to take up the cases on an *ad hominem* basis and the Director-General has taken very great trouble to prepare proposals in long lists of individual cases which again do not adequately deal with the necessities of the situation. In some cases the increase is about 80 per cent. while in other cases it falls to less than 10 per cent.

In the superior grades in the department, in the case of Deputy Superintendents, and men of the Second Division, liberal increases have been given, in some cases even cent. per cent., averaging about 70 to 80 per cent. 50 per cent. excess over what it was in November 1919 is not excessive.

The initial pay not having been fixed on a proper basis in the revision of March 1919 there can be no objection to any one getting the initial pay of the grade even if it exceeds the limit of 50 per cent. As a matter of fact men on Rs. 50 have without objection been taken on to the Rs. 90 grade. When the department came to deal with the cases of men below Rs. 50 in the old class II the increase to the minimum of Rs. 90 was noticed to be too high. Hence the attempt to deal with them on an *ad hominem* basis. There is not, after all, such a staggering difference between a Rs. 50 man rising to Rs. 90 and a Rs. 40 or Rs. 45 man rising to Rs. 90. Most of the men thus affected in the old class II were drawing Rs. 40 or Rs. 45 in November 1919.

There was a distinct difference in quality between the old class III and old class II men. Class II men were of a superior order with better qualifications. It is true that some men in class III were drawing more than some of the men in class II, but their prospects also were entirely different. On that view it is essential that the remaining men in the old class II should be taken on to the new class II to make up the full 400.

In all these cases of men to be taken on according to this recommendation one uniform rule should be adopted to give the minimum pay of class II and to give the benefit for past service, with effect from the 1st March 1921, but without affecting dates of accrual of increments, in the manner recommended by the former Committee and accepted in the Government order of April 1920. The next question is how to deal with the 130 odd men in the old class II not required in the new class II and to be taken on to the new class III. They are taken down from a superior grade with better prospects to a lower grade with less prospects. There is no need to diminish their prospects of promotion to Rs. 130. As regards these men, the Committee consider that they should enjoy the personal privilege of going up to Rs. 130 in case they continue to be in class III without being promoted to class II. In some cases, in this class and in the old class III, it is shown they did not get any immediate benefit by the revision and it resulted also in their getting less than their pay and allowances in November 1919. Some immediate relief was recognised to be necessary.

The Committee therefore consider that every one should benefit at least to the extent of an addition of Rs. 5 to the existing emoluments as they stood on the 30th November 1919.

This is to be without prejudice to more beneficial arrangements, if any, already given effect to and should not affect personal allowance or dates of accrual of increments.

The Committee have perused the recent proposals of the Director General on an *ad hominem* basis. They are as already stated open to the exception that some people get more, some less and some nothing at all. The Committee's proposals will not disturb the old Committee's recommendations and will give some immediate benefit on a uniform scale without giving room for complaints of differential treatment and will also be found to be more economical.

Their conclusions are :—

I. That effect be given to the recommendation of the Telegraph Committee of 1920 as accepted by the Government order of April 1920, that all the 400 appointments in the new class II be filled up by men of the old class II except to the extent to which the number of appointments has been reduced by taking in 17 men of the old class III as shown in the proposals sent by the Director-General. That in so taking the required number of men to the new class II each one should get at least the minimum of the grade and subject to conditions as

to efficiency bar and also where it so happens, get the increments due to past service as per Government order of April 1920. Mr. Brayne dissents.

II. That the remaining men on the old class II and the men on the old class III be brought on to new class III and they be also given benefit of past service on the terms sanctioned in the Government order of April 1920, subject to the following conditions:—

That in these cases, namely, of men left over in class II to be brought over to the class III and also in the case of men of the old class III all these men should get the immediate benefit of at least Rs. 5 per mensem over and above the amounts they were actually drawing on the 30th November 1919 with effect from the 1st December 1919, i.e., if the revision which took effect then did not give them any benefit or a benefit of less than Rs. 5, they should get an increase which will bring it up to Rs. 5 with effect from the 1st December 1919. This is not to affect the personal allowances they may be getting now or the existing dates of accrual of increments. The class II men so brought on should as a personal privilege be permitted to rise to Rs. 130 subject to the efficiency bar applicable to the men of class III.

Mr. Brayne would give retrospective effect only from the 1st March 1921.

No special question arises with regard to munshis.

Mr. Barton wishes to bring up a similar question affecting the Engineering Branch which has arisen out of the recommendations of the Postal Committee, 1920, but the President while regretting that on the reference as it stands this cannot be considered by the Committee has no doubt that under similar conditions the course recommended above will be adopted in their case also.

XXXVI.—Mr. Barton states that he is satisfied with the arrangements already made by the Department, and there is nothing therefore to consider.

XXXVII. Items 3 and 4 were next taken up.

The questions raised under this head are:—

1. That the Station Service should be abolished and all service should be General Service.
2. That if the Station Service is to be retained, it should never exceed 1-5th of the total strength and that the proportion of 4-5ths to General Service and 1-5th to Station Service should be made to apply to future additions to the staff.
3. That the proposal by the Telegraph Committee of 1920 to absorb qualified men in the Local Service into the General Service is not being carried out.

A further question was raised by Mr. Barton that over 400 outsiders are employed on Telegraph duty which fact diminishes the strength of the permanent cadre and so delays the prospects of the Local Service men to enter the General Service. Mr. deMonte while not admitting that the number so employed is so large, states that the Government are obliged to employ these outsiders for two reasons, namely, meeting of temporary emergencies and insufficient outturn of work by the sanctioned strength. Such arrangements are inevitable. Both these factors will be periodically examined and the Government will revise the strength of the cadre from time to time to meet changed conditions. The President rules that the point raised under this head could not be taken up as the strength of the cadre is not one of the subjects referred to the Committee.

(n)

Baudot examination and, incidentally, examination for Superior Traffic Branch, 2nd Division.

3 and 4.

Old Local Service Station Service.



On the three points noted above, the Committee are of opinion that, as the system of Station Service has been in force only for a short time, it is premature to consider the question whether it should be retained or not. The Telegraph Committee of 1920 has after enquiry advocated it and the Government after mature consideration have accepted it. No strong objection on principle is urged against it. It has the merit of being more economical than the General Service. The Committee see no reason to urge a reconsideration of this question. Mr. Barton and Colonel Gidney are willing to let this question lie over for some time, but they would strongly maintain that the proportion should be fixed, namely, 4-5th of the cadre, present and future, should always be General Service, and should not be less. There are obvious objections to accepting that recommendation. What exact strength under each head will be needed can only be determined after the system now introduced has been tried for some years. The proportion of 4-5th and 1-5th as suggested by the Telegraph Committee of 1920 was only a suggestion as an approximate figure to suit existing conditions and protect the interests of men already in the service, both General and Local.

The requirements of the department and the inclinations of men who enter service can be the only tests and proportions cannot be determined with reference to the interests of men who are yet to enter the department. It is quite right to safeguard existing interests. The proportion will have to vary either way as conditions change. The Committee therefore are not prepared to accept the suggestion that this proportion should be maintained for all time or for future additions. The Committee, however, recognise the claims of qualified men in the Local Service to be taken on to the General Service to the extent of the vacancies in that service, that is, if they are willing and qualified. Such transfers should be given as early as possible subject to the reservations (a) the number promised to certain institutions being kept open for them; (b) some candidates were taken on for training for General Service both before and after the report of the Committee. Such promises should be adequately safeguarded.

Similarly, some men were taken on for training for the Local Service. In their case also they should be entertained as Local Service men subject to the rights, privileges and disqualifications of that service. Beyond the promise to be observed in the case of certain institutions, fresh recruits to the General Service should not be taken so as to prejudice the chances of qualified Local Service men.

The Committee proceeded to consider two further references by the Department of Commerce and after disposing of the same, the meeting was adjourned at 7-30 P.M. to Monday, the 27th 11 A.M. for considering drafts of Report and Resolutions.

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*Minutes of the proceedings of the Telegraph Committee held on the 27th June 1921 at 11 a.m.*

PRESENT :

(As before.)

Read: Minutes of Proceedings and Introductory Report. The members approved of the same and signed them. It

was agreed that the abstract accompanying the Report should be signed by the President.

Colonel Gidney and Mr. Barton handed in a note raising a question as to the exclusion of Indians and Anglo-Indians from the Wireless Branch. The President ruled it as outside the scope of the terms of reference.

The Committee closed its sitting at 2 P.M.

T. RANGACHARIAN.

H. A. J. GIDNEY.

W. SUTHERLAND.

A. F. L. BRAYNE.

H. BARTON.

C. G. HAMILTON.

## INDIAN TELEGRAPH ASSOCIATION, LIMITED.

## ANNEXURE I.

The following is the subject matter of all the resolutions arrived at the Conference held by the Association from the 11th to 16th November 1920, and which are now submitted to Government for gracious consideration.

1. *Male Operators*.—In view of the revision as affecting military wireless operators who start on Rs. 250 rising to Rs. 350 in ten years, it is considered not unreasonable to demand for civilian operators an increased initial and maximum pay. The proposal is Rs. 100—10—210—15—300 with an efficiency bar at Rs. 240; this means that, whereas a military wireless operator receives Rs. 250 as an initial pay, a civilian operator will not attain it till the 14th year reaching Rs. 300 in the 17th year as against ten years' service required by military wireless operators for Rs. 300.

2. *Women Workers*.—Resolved that this be designated a "purely women service," the pay to be as follows:—

*Mofussil Stations*.—Rupees 80—10—180.

*Presidency offices including Rangoon, Lahore, Karachi*.—Rupees 100—10—200.

3. *Old Local Service*.—That this be abolished *en bloc* and immediately.

4. *Station Service*.—That this service be immediately discountenanced. That there be one all-round General Service.

5. *Telegraph Masters*.—Rupees 300—20—400.

6. *Deputy Superintendents—Class II*.—Rupees 400—20—500.

7. *Deputy Superintendents—Class I*.—Rupees 500—20—600.

8. *Deputy Superintendents, Engineering*.—To comprise one class only on Rs. 400—20—600.

9. *Deputy Superintendents, Technical*.—Same as Traffic, *vide* 6 and 7.

10. *Electrical Supervisors and Engineering Supervisors*.—Rupees 100—10—300—20—400, to draw in addition to pay the duty allowance of Rs. 40 which will cease on reaching Rs. 340.

11. *Clerical Establishment including Engineering Branch*.—To comprise an upper and a lower cadre. Upper cadre to be formed on the basis of the total number of clerical appointments in each Presidency and large office, including Lahore, Agra, Karachi and Rangoon, and in each group of Mofussil stations to discharge the more important duties such as Establishment Accounts, Complaints, Public and Departmental supervision. This class to comprise three grades as under:—

(a) Rupees 300—10—400, appointments in each of the Presidency offices to be filled by the Head Clerk and Accountant.

(b) Rupees 200—10—270 for each Presidency and large office.

(c) Rupees 150—10—200 for each Presidency and large office and each group of Mofussil stations.

12. *Lower cadre*.—To comprise the remaining 90 per cent. on a time-scale pay as follows:—

*Presidency and large offices*.—Rupees 50—8—100—10—150, efficiency bar at 100.

*Each group of Mofussil stations*.—Rupees 45—5—95—7—130, efficiency bar at 95.

13. *Munshis*.—Large offices, Rs. 30—3—45 and Rs. 25—3—40 for other stations.

14. *Indian Inspecting Telegraphists.*—That the present revision stand except that they get the benefit of all service put in towards increments and draw a duty allowance of Rs. 40 like the Engineering Supervisors.

15. *Telephone Operators.*— $\left\{ \begin{array}{l} \text{Rupees 50—5—150 at small exchanges.} \\ \text{Rupees 60—5—150 at large exchanges.} \end{array} \right.$

16.  $\left\{ \begin{array}{l} \text{Test operators} \\ \text{Head operators} \end{array} \right\}$ —After ten years service may be appointed on Rs. 150—10—200.

17. *Inspectors.*—By special selection after training in Alipore:—

Class I, Rs. 80—7—150.

Class II, Rs. 170—10—250.

Overtime and casual leave to be participated in as applying to telegraphists.

18. *Electrical Mistries.*—Class I for Presidency and large offices :

Rupees 100—5—150, and Class II Rs. 50—5—100.

Drivers and Motor attendants to be included in Class I and Assistant Engine Drivers and Assistant Motor attendants in Class II.

19. *Linemen and Sub-Inspectors.*—The pay of Line Inspectors and Sub-Inspectors to remain as at present as also the pay of Linemen in Mofussil stations. Linemen in Presidency stations to be re-revised on Rs. 20—1—35 plus Rs. 5 house rent where quarters are not provided.

20. *House-rent Allowance.*—The Conference records a respectful protest against cutting down the figures recommended by the Telegraph Committee and asks that these figures be adhered to. That Lahore, Agra, Karachi and all hill stations be brought under Class II. That all men in receipt of house-rent allowance be brought on the scale recommended by the Committee and that special reference be made of the injustice operating against Local Service men on General Service pay in Burma as they are to all intents and purposes General Service men restricted to service in Burma under their bond.

21. *Accommodation.*—That the Conference lodges a respectful protest against the curtailment of space by including in the dwelling room space the store room which is separately provided for and insists that the full accommodation as recommended by the Committee and accepted by Government be adhered to.

That the building of quarters for the staff be expedited, chiefly in Cantonment stations amongst which Rawalpindi and Peshawar call for first consideration.

22. *Families.*—In view of the great hardship devolving on bachelors who have widowed mothers and minor sisters and brothers solely dependent on them the Conference respectfully urges that all such be included in the term "family" for purposes of house-rent allowance and free accommodation.

23. *House-rent Allowance as affecting Telegraph Masters and Deputy Superintendents when on leave.*—The existing arrangement by which these officers have to exchange allowances with those who officiate for them results in the hardship that a family man has to take the allowance of a bachelor. The intention of the house-rent allowance is to afford relief for a specific purpose which is to make larger provision for a married man. The mere fact of a bachelor or married telegraphist officiating for a married Telegraph Master does not alter their respective positions. Besides house-rent allowance is not granted for the work done but for a specific relief. It is claimed, therefore, that there should be no curtailment of this allowance when on leave whether privilege or sick leave.

24. *House-rent Allowance as affecting other Branches.*—That, as under the condition obtaining in the Department an official, wherever stationed, is required to live near the scene of his work which is chiefly in congested areas and that, as all branches are equally affected by the abnormal rise in house-rent, it is proposed

that the grant be extended to all those not now in receipt of the allowance as follows :—

Women telegraphists in Class I stations Rs. 15, at all others Rs. 10.

25. *Other ranks*.—Ten per cent. of their substantive pay with minimum of Rs. 5.

*Note*.—This is subject to be claim that as far as male operators are concerned there should be only one General Service thereby securing to them the house-rent allowance now operating.

26. *Delivery staff*.—As the Director General has left the case of the men in the hands of the Postmasters-General and we have had the assurance that they are satisfied with the rates of pay and are now concerned only with a house-rent allowance which we have been assured will be given and in view of the resolution under house-rent allowance for other ranks the Conference was of opinion that their case is satisfactorily disposed of.

27. *Locality Allowance*.—That in all provinces where local allowances are operating under orders of the Local Government, the same allowances be extended to employees of the Telegraph Department.

28. *Presidency Towns*.—That in view of the Punjab having been declared a Presidency from the 1st January 1920, thereby raising Lahore to the status of a Presidency Office, women workers of the Lahore Office be brought on to Presidency rates of pay with effect from such date.

29. *Hill Allowances*.—That this allowance be extended to all hill stations, and that the allowance be standardized.

30. *Hours of duty*.—That the question of reduction in the hours of duty to a 42-hours week be again pressed.

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The following telegram was sent to the Private Secretary to His Excellency the Viceroy, Delhi, Commerce, Delhi, copy to Director General, Telegraphs, on the 18th December 1920 :—

*Absorption local scale and house-rent.*

Indian Telegraph Association respectfully represents considerable tension feeling over abnormal delay in giving effect to Telegraph Committee's accepted recommendations regarding abolition Local Service and immediate absorption of percentage fixed by Committee. At recent Conference of Indian Telegraph Association it was resolved that Local Service be abolished *en bloc* and that Station Service be closed down, that the service comprise only the one General Service and that all men comprising the Local Service prior to the Telegraph Committee's enquiry be accorded equal treatment as regards house-rent allowance. It is respectfully submitted that paragraph 19 of Association's Memorandum submitted to the Telegraph Enquiry Committee did not receive the attention it demanded, thereby leaving the question of Local Scale Anglo-Indians and Indians unredressed justifying the feeling that both injustice and racial distinction in this respect continue to operate, for speedy remedy.

*Strength.*

## ANNEXURE II.

*Resolutions carried unanimously in the General Meeting of the Telegraphists recruited from the Post Office and from the clerical establishment of the Telegraph Department on the 31st October 1920.*

1. That it may be pointed out to the Director General of Posts and Telegraphs, through the Telegraph Conference to be held at Calcutta on 11th, 12th and 13th proximo—

- (a) That due consideration be shown to the telegraphists recruited from the Post office and clerical establishment of the Telegraph Department for their services rendered by them prior to their appointment as Local Service telegraphists as otherwise it would mean that their prior services will be entirely ignored while regulating the revision, by both the departments.
- (b) That the majority of men thus transferred had a previous service ranging from 6 to 15 years and their pays then ranged from 20 to 30 rupees.
- (c) That consequently when they were transferred to the signalling branch, the pay of the Local Scale compared favourably with their previous prospectus and the ratio between the prospects of the two branches, was a sufficient inducement to the men for a transfer and outweighed to a certain extent the awkward duties, frequency of transfers to longer distances, and the consideration of living in costly places.
- (d) For instance, a Postal clerk of 10 years' service to-day draws more or less Rs. 75 per month, whereas the initial pay of the local service is only Rs. 55, according to the present revision in both the departments. The ratio has thus been rendered unfavourable and the difference between the two grades no longer remains the same as it was when these men were originally appointed to the signalling branch.
- (e) The pay and prospects of both the Postal and Telegraph Departments are revised and brought on the time-scale system and almost to the same level. The Telegraph scale is maintained a little higher to compensate for the harder conditions of life and service. The transfer from postal or clerical establishment should therefore be considered parallel with the transfer from Local to General Service in the Telegraphs. Big towns in Post office 50 to 140, and local service of teles. 55 to 180 vide Govt. of India, C. I. D. No. 6459, dated the 23rd September 1920, paragraph 1.
- (f) Unlike an ordinary telegraphist, practically none of the so recruited men can hope to rise even to the maximum pay of a telegraphist not to speak of higher grades of the Telegraph service. His maximum would be somewhere near the efficiency bar, because his days of retirement shall have come round by that time. In the Post office they could expect to rise to the maximum there. This clearly argues that they are now placed at a disadvantage by their transfer to the signalling branch.
- (g) That according to paragraph 3 of Postmaster-General, Bombay's special circular No. 13, dated the 19th ultimo, men of decent abilities in the Post office can expect to look beyond their maximum; whereas in their present position they can with difficulty reach their efficiency bar, much less to speak of the maximum of the Telegraph service.

That in view of the above grounds :—

- (i) All postal and clerical telegraphists whether appointed before or after 1912 to the local scale, should now be brought on the scale of pay of the Local Service at the point which they would have reached had they been in the Local Service throughout their service; or as the least recognition,

P. M. G., Bombay's special circular No. 13, dated 19th October 1920, page 41.

- (ii) The number of increments according to the present revision (in the Post office and the Telegraph clerical branch) already earned by the men for the number of years in their past appointments be added to their present pay as Telegraphists, according to clauses (a) or (b) of paragraph 1 of Government of India Resolution No. 6458, dated the 23rd September 1920.

D. Gs.' general order No. 34, dated 26th September 1913.

2. That the D. G. be requested that the date of joining the training class of men taken from the Post office and clerical establishment prior to 16th September 1913 be counted as the date of entry in the department for purposes of increment and seniority as there is no reason why such a signal difference should have been made between the men appointed prior to and after that date.

3. It is also resolved that the General Secretary of the I. T. A. be requested to allow one more representative from this centre from the men so affected.

That the meeting closes with thanks to the president Mr. R. B. Khandekar.

## ANNEXURE III.

## Indian Telegraph Association, Limited.

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### REVISION OF SUPERIOR 2ND DIVISION *re* RETROSPECTIVE BENEFITS.

We beg to respectfully submit that it should not be difficult of the Government of India to set right a flaw in the revision, more so as Government's action in respect of the other branches of the service clearly goes to show that this benefit was conceded in common to all other services which had a revision in pay and on which the Committee's recommendation in this respect was chiefly based (*vide* paragraph 33 of the Report).

### REVISION OF SUPERIOR 2ND DIVISION AS A WHOLE.

We desire to respectfully point out that the exclusion of this branch from the inquiry by the Telegraph Committee is largely responsible for the present position. It is felt that, had the Committee been permitted to include this branch of the service in their Report they would readily have acceded to the demand that immediate provision should have been made in the first division to the extent of the number of appointments provided by the Amalgamation Scheme of 1914, and believing that Government, in reserving to themselves the right to handle separately the case of this branch, would have taken into consideration the demands contained in the Association Memorandum, our claims were formulated in keeping with this expectation. It is important that a very early pronouncement be made by Government on the scheme submitted by the deputation of the 2nd division which you graciously received on the 12th November 1920 (copy attached). I would respectfully draw attention to the successive reminders, dated respectively 13th November and 22nd December 1920 and to respectfully submit that it was due to the Association to have at least received some sort of acknowledgment, if it was not possible to vouchsafe any definite reply. It is now desired to respectfully know what the attitude of Government is in this matter and whether any hope can be held out to us that the claims of this branch will be met.

We desire to emphasise the anomaly as affecting the position of the 2nd division men in contrast with that of D. S.'s class I by which the former lose considerably by their promotion which they receive shortly before the revision affecting the D. S. grade. You were pleased to allow that this constituted a substantial grievance and that the matter would be put right. May we know whether this is being done?

### SUPERSESIONS.

As a result of the many cases of supersession, some of them so glaring, by which certain men appear to have received preferential treatment, we feel constrained to ask that the matter be gone into fully. We hope we may be pardoned for pointing out that there can be no justification whatever for overstepping a man on the mere assumption that the one superseding him is possessed of special merit, while at the same time admitting that the party superseded has met the conditions governing promotion and is deserving of such promotion, nor does it appear just that numbers of men should be superseded on the plea of "special promotion," when they had not met any special conditions as compared with those overstepped. We feel that the conditions for promotion having been met, one should be promoted in keeping with his place on the Seniority List. In this respect we are not questioning the promotion of men to the second division, provided the 25 per cent. of appointments from any grade of the subordinates below D. S. is adhered to, though even here promotions have not been made consistent with the claims of those superseded. Our objection is that there is a tendency to abuse the exercise of special powers as affecting all promotions and we think, therefore, that there are substantial grounds for a respectful protest. Our claim is that except in cases of glaring incompetence, supersessions should not be countenanced.



## CLERICAL ESTABLISHMENT.

The handling of the revision as affecting this branch of the service has been such as to occasion great discontent. It is understood that only one-half, or a little more of the 400 appointments in class II, have been filled up to time as against the 400 appointments notified by Government on the Committee's recommendations. We desire also to respectfully state that the revision of this branch as a whole is highly unsatisfactory and that Government should be approached to reconsider their case by the appointment of a special Committee of Inquiry.

Why this branch of the service have been denied their increments in keeping with actual service rendered it is difficult to understand, more so, as it has been conceded to other departments, as well as to other branches of the service. It is advanced as a reason for withholding the filling up of the number of appointments recommended by the Committee and sanctioned by Government, that the men would receive an abnormal jump in pay which will be felt as an injustice to those of long service. Such a contention, we beg to submit with due respect, is not crediting the Committee with much intelligence. A reference to paragraph 20, sub-clause 3, page 10, of their report will clearly show that the Committee in making their recommendations were fully aware of this fact as they have taken the pains to discriminate between the 531 appointments on a time-scale of pay and the 461 appointments on a fixed pay of Rs. 30, 40 and 50, knowing full well that in the re-grading of the total number of appointments into 2 classes, a large number of men must necessarily receive an immediate great rise in pay. It is not at all likely that the Committee would have overlooked their sense of responsibility to the Government in making such a recommendation, but it goes without saying that they knew exactly what they were recommending, and that they worded their recommendation in such a manner as to guard against any distortion of their real intention such as is now being applied. And further, the Telegraph Committee took pains to make their recommendation clear by further illustrating what they really intended, as set out under paragraph 20, sub-clause 5. An explanation which the Government of India thoroughly understood as indicated by their own example in paragraph 2, clause 4. Not only so, but in respect of the special appointments it will be seen that the provision recommended by the Committee under class I while securing benefits to the four special appointments and the 13 appointments, leave the 11 previous appointments exactly in the position in which they were prior to the revision. It seems to be overlooked in this connection that, whereas prior to the last revision 531 clerks had already been placed on a time-scale of pay of Rs. 30—5—130, this number has been diminished by 131 appointments, which suffer a reduction of Rs. 45 and Rs. 50, respectively in the max pay according as it affects Mofussil or Presidency offices and that as a result of differentiating between Mofussil and Presidency offices, a large number of the previously sanctioned time-scale appointments operating in the Mofussil must go to the Presidency offices, which explains the situation complained of by which a number of clerks in Presidency offices will receive an abnormally big rise in pay. Whatever the situation may be, what we are chiefly and solely concerned with is that the Committee made a specific recommendation which was accepted by Government and that a notification, issued after the fullest consideration of the scheme both by the Committee and the Government, should be respected.

If it transpires that by giving these men the full benefit of the Committee's recommendations, it opens the way for complaint by men of longer years of service, then the correct thing would be to provide for the longer service proportionate to the increases coming to those of lesser years of service which can best be done by placing them on a scale of pay in keeping with their actual number of years of service. It does not, however, justify the attitude now taken up by Government which is virtually turning its back upon a definitely worded notification made on a definitely recommended scheme. We claim that the 400 appointments in class II should be immediately filled.

## ABOLITION OF LOCAL SERVICE.

Regarding the figures you asked for on Tuesday, the 18th January, I explain as under :—

The demand by the Association was for absorption in the General Service *en bloc* which was met by the provision of a "Station" Service as a substitution

for the Circle or Local Service, at the same time providing for the enlargement of the General Service to the extent of  $\frac{4}{5}$ th of the actual strength of the operating staff which the Committee fixed at 3,678 *vide* paragraph 15 (a) (b) (c) (d) of the Report, bringing the strength of the General Service up to 2,913.

The present strength of this service being 1,925, the difference to be made up is 2,913—1,925 or 1,018, leaving 1,249—1,018 or 231 Circle Service who may choose as between remaining in the Circle Service, or electing for the Town Service; such as do not so elect will comprise the *residue* referred to in paragraph 11 of the Report and who are to await *gradual* absorption as explained in paragraph 8 of the Report making for the ultimate disappearance of the Circle Service. It is on this reasoning we claim the fulfilment of the recommendation accepted by Government and duly notified. Further we desire to point out that the Committee allowed for only  $\frac{1}{5}$ th of the total operating staff to make up a Town Service. One-fifth of 3,678 would be 735, whereas the Committee's figures which are purely approximate as affecting the Presidency offices, appear to be literally applied by which 700 *plus* the 150 sprinkling of such service making it up to 850 is aimed for which would be 115 more than the  $\frac{1}{5}$ th provided for. We beg to state that the  $\frac{1}{5}$ th should be met from the residue Circle Service of 231 men *plus* the 129 women workers making a total of 360, leaving 375 to be recruited. Our chief contention is that the Committee definitely upheld the abolition of the Circle Service and that their recommendation based on the reasoning set in paragraph 11 of the Report, clearly implies the immediate enlargement of the General Service to the extent mentioned in paragraph 2 above.

Fully nine months have passed since the Government Notification and no absorption has so far taken place; not only so, but judging from what transpired at our interview, it would appear that Government has no intention of respecting its Notification.

We beg to represent that we expect Government to treat its pledge in this respect as sacredly as we treat ours of loyalty and co-operation. If, however, Government claims it as a privilege to disregard its definite pledges, the same privilege should extend to the workers.

We beg you may be pleased to urge on Government the need that exists for speedily giving effect to the absorption recommended by the Committee. This claim is subject to any obligation imposed on Government in respect of recruitment from certain schools.

#### PRESIDENCY ALLOWANCES.

These allowances are drawn by officers of the 2nd division and D. S.s of the Engineering and Technical branches in the Presidency Offices. As a result of the Telegraph Committee's recommendations, such officers have been included in the grant for increased house-rent allowance. The Government notification dealing with these allowances providing for them in such a manner that the benefit of the increased house rent allowance should be enjoyed by them in addition to the Presidency allowance hitherto drawn. The Deputy Accountant General, however, in applying the Government notification, has ruled that the combined Presidency and house rent allowances should not exceed Rs. 70 which is the amount they received prior to the revision made up by Rs. 50 Presidency *plus* Rs. 20 house rent. If it was the intention of the Committee or of Government that the combined allowances should be limited to Rs. 70, the notification would clearly have said so, but there appears no reason to question the intention of the notification which secures to such officers the Presidency allowance, as previously drawn *plus* the increased house rent allowance now extended to this class of officers. The only restriction based upon the allowance is that it ceases to be drawn when officers now in receipt of such allowance are transferred. We claim that there is no justification for curtailing the house rent to the extent directed by the Deputy Accountant General, Posts and Telegraphs. In this connection we would mention that as the result of a memorial submitted to Government praying that the Presidency allowance be extended to D. S.s Traffic, employed in the Presidency offices, it was intimated that Government had under consideration the equalisation of the allowances as affecting these respective branches. Reading this reply with

the memorial, it could only have meant to convey that the equalisation of the allowance of officers of the Traffic branch with that of the Engineering and Technical branches was under consideration, whereas the action of Government has resulted not in equalisation but deprivation of an allowance, the grant of which at all must have been based on very good grounds, and unless it can be shown that these grounds no longer exist, we claim that the Presidency allowance should continue to be drawn by the officers hitherto entitled to it and that it be also extended to officers of equal rank in the Traffic branch.

#### HOUSE RENT ALLOWANCE AS AFFECTING THOSE NOW IN RECEIPT OF SUCH.

If we turn to the Committee's arguments in respect of the grant of quarters and house rent allowance, we must in fairness view it from the standpoint that as far as the General Service and Circle Service are concerned, the conditions of service are practically identical, or that the difference is so little that it might well be ignored. This at least was the view taken by the Committee as set out in paragraph 6 of their Report and which they urged as sufficiently strong in support of the claim by the Association and the staff that the Local Service should be abolished, practically admitting that the Circle Service is in reality a General Service, an admission which alone entitles all Circle Service men to the house rent allowance.

We would go further and say that, even had not the Committee provided so strong an argument in favour of Circle Service men, the distinction at all as between two classes of men performing identical duties and labouring under the same disabilities, is so painfully invidious that it ought never to have been countenanced. It is all the more surprising, therefore, that a Committee which considered its arguments strong enough to justify the abolition of the Local Service, should have omitted to make suitable provision for such men in respect of the grant of house rent allowance.

It cannot for a moment be allowed that the comments set out in paragraph 22 of their Report justify the attitude that while General Service men are to be protected against the appalling conditions so forcefully drawn attention to, those in the Circle Service should have no protection as against similar hardships and discomforts, and we feel that in this paragraph of their Report the Committee have submitted as good a case for the Circle Service men as for those in the General Service so far as their respective claims to house rent allowance go. In fact, the question of house rent allowance is one that should be considered as affecting every class of employee in the service and we would respectfully urge upon Government a reconsideration of this question as affecting those not referred to in this communication. May we in this respect draw your attention to paragraph 19 of the Association Memorandum to the Telegraph Committee ?

#### BAUDOT EXAMINATION.

We have been asked by the staff to respectfully lodge a strong protest against the order by which Baudot supervisors are to be re-examined. We would point out that these men have qualified in keeping with the conditions required of them for appointment as Baudot supervisors, that since their appointment they have been in constant touch with, and supervision of, Baudot apparatus and, that no question has been raised as to their efficiency. Apart from this, their qualifications as Baudot supervisors render them eligible for promotion to the rank of T. M.s in the same manner as telegraphists passing the T. M.'s examination. It was never the intention of the Department to harass the staff with examinations and we might respectfully point out that it is not the intention of the staff to submit to them, unless substantial reasons are advanced for enforcing them. We claim that the conditions for appointment to the post of Baudot supervisor having been fully met, a re-examination is not justified.

It is noticed that the tendency of the Department is to inflict men with examinations on the least pretext and that, if this innovation is not challenged in time, it is possible that it might be extended to all branches of the service, which would make for general discontent. We feel that in this connection we must raise a respectful protest against the substituted conditions for promotion to the grade of

S. T., Traffic, 2nd Division. The previous system of promotion after a course of training in administrative duties answered well, as is proved by those who have been permanently promoted to this grade; besides, it raises an anomaly from the standpoint that whereas an officer may steadily receive his promotion up to the grade of D. S., Traffic, class I and be promoted to the 2nd division superior without passing any examination other than the one qualifying them for a T. M., another is debarred promotion to this grade unless he fulfils the newly imposed examination conditions. We hold that an officer doing the course of his training in a circle learns all that he needs to know to make him an efficient 2nd division officer and that the imposition of an examination is uncalled for. Without desiring to draw odious comparisons, it would be only fair to claim that if the subordinate ranks are to be inflicted with these examinations, the same treatment should be meted out to officers of the Superior Service. In this connection it might be mentioned that the unofficial members of the recent Telegraph Committee were surprised to learn that, whereas examination conditions were enforced on the subordinate staff of the Department, superior officers were exempted and were very strongly opposed to the system of frequent examinations. May we not respectfully ask that the matter be very seriously considered?

#### METHOD OF TRANSFER OF LOCAL SERVICE MEN TO GENERAL SERVICE.

You are already aware that the Association has made several representations to you regarding the complaints against what is felt to be an injustice by certain men as touching the question of absorption of Local Scale into the General Service.

Mr. Clarke upheld the view that a line of strict seniority should as far as possible be followed consistent with the qualifications required of those so absorbed. It transpires, however, from the recommendation lists that in certain offices lads of one year's service and up to ten years are being given preference to those of 20 years' service and over. It is argued against senior men that they cannot pass the signalling test. Surely it is an obvious injustice to require a man of a 20 or more years' service to compete with those of a few years' service only. Qualified men, we take it, would not strictly imply those who can pass a test but rather those who can cope with the average speed of a circuit and give correct results; then, too, a man's long service should count for something. There are special cases where men have been detached from operating duties for years and given duties most convenient to office requirements. The testing branch is one such instance, and the qualification one possesses in this respect should weigh in his favour as he meets the needs of the office in this respect to the same extent as an operator does in another. They are both useful from the respective standpoints. The same argument applies to senior men diverted to Desk and other non-operative duties and who are in receipt of allowance for same. May not such be treated as special cases and given their transfer to the General Service? May I not ask you to call for such cases and treat them with the consideration they deserve? I shall feel deeply indebted if you will. Once the number of extra appointments in the General Service is filled, the gradual absorption to follow will mean many years, so that any wrong inflicted will be practically irremediable. The senior men have some claim on the Department.

You will remember that in discussing with you this question of transfer of Local Scale men to General Scale we were very reluctantly compelled, even though with your consent, to point out that from evidence in our possession some telegraphists had been able to obtain a better position in the recommendation list than others by paying an agent as intermediary, thereby making it possible for as many men who cared to meet the agent's demands, to secure any place they desired in the recommendation list consistent with the amount of money they were willing to pay. In mentioning this fact—for a fact it must be as disclosed in the letter which was read to you—it is not our intention to cast the least reflection on the head of the office responsible for preparing the recommendation list, but we do think that an explanation from somebody is necessary as to how certain telegraphists of very junior service have found a much higher place in the list than very senior men, who are qualified

to the extent required for transfer to the General Service. We feel that as an Association, having a sacred obligation to meet, we have a duty to perform to those men who have suffered as a result of the malpractices to which your attention had been drawn, and that something should be done to protect the claim of men fit for transfer to the General Service, as against the machinations of those who are willing to buy their advancement. We are convinced that the question is one for you, as the head of the Department, to go into in such a manner as will render it impossible for a repetition of such happenings.

#### DELIVERY PEONS AND KUTNEE ALLOWANCE.

What is felt to be a substantial grievance as affecting these men is that, while they are legitimately delivery peons only, their services are, at the discretion of the office Superintendent, transferred temporarily to the signal office to meet any short-handedness occasioned by the absence of instrument room peons. Apart from their utilisation in this respect which, we beg to submit, cannot be viewed as strictly legal, they are subjected to the loss of subsistence allowance while so employed, although this is a permanent allowance by virtue of their legitimate appointment as delivery peons. The substitution of what is called a Kutnee allowance for the subsistence allowance does not adequately compensate for this loss, and if the method applied is based on the reasoning that the drawing of two allowances is inadmissible, it seems only fair to ask that, as their diversion to the instrument room is in the interests of the service, a special ruling should be provided by which on such occasions they may draw both the allowances, or that Kutnee be raised to Re. 1-2-0 a day.

#### RE SUPERIOR 2ND DIVISION INCREMENTS.

The Accountant General has objected to officers of this branch drawing their increments on the dates on which they ordinarily became due prior to the revision, requiring that they complete a full year from date of the recent revision before earning their next increments. This was not the stipulation under the first revision which provided that increments were to be drawn from the dates on which increments on the existing scale would have accrued had they continued in force. It is clear that the same construction applies to the present revision. There appears no justification for the view taken by the D. A. G. that these officers are filling a new appointment. It is the same appointment under revision.

#### HOUSE RENT ALLOWANCE AS AFFECTING TELEGRAPH MASTERS AND DEPUTY SUPERINTENDENTS WHEN ON LEAVE.

The existing arrangement by which these officers have to exchange allowances with those who officiate for them, results in the hardship that a family man has to take the allowance of a bachelor. The intention of the house rent allowance is to afford relief for a specific purpose which is to make larger provision for a married man. The mere fact of a bachelor or married telegraphist officiating for a married Telegraph Master does not alter their respective positions. Besides, house rent allowance is granted not for work done but for a specific relief. It is claimed, therefore, that there should be no curtailment of this allowance when on leave, whether privilege or sick leave.

The above as a letter was forwarded to the Director General as appertaining to the subjects which were discussed on the 18th January at a meeting of the Central Committee with the Director General at Calcutta.

CIRCULAR No. 11

(Sd.) H. BARTON.

Calcutta, dated 3rd February 1921.

## ANNEXURE IV.

To

The HON'BLE MR. HENRY NORTON HUTCHINSON, O.B.E., I.C.S.,

*Director General of Posts and Telegraphs.*

SIR,

We, the delegates of the 2nd Division in the Traffic, Engineering and Technical branches, beg to thank you most heartily for very kindly arranging to receive this deputation and giving us thereby an opportunity of expressing our views on the inadequacy of the recent revision of salary and allowances granted to us and putting forward our just claims to what we consider a reasonable scheme.

2. It needs no argument to convince you that the immediate increase, the maximum salary and the date of giving effect to the scheme are all an injustice in view of the fact that, whereas the initial salary of the 1st class Deputy Superintendents was raised by Rs. 100, that of the 2nd Division was raised by Rs. 50 only, and whereas the Deputy Superintendents' new scale was sanctioned from the 1st December 1919, although they received an increase in March 1919, that of the 2nd Division came into force from the 25th September 1920.

3. We submit that when it was promised that our case was under consideration of the Government of India we fully expected that the 1st Division appointments in the Superior Traffic would be immediately thrown open to us, which is the only reason why the Association in its memorandum to the Telegraph Committee made such moderate demands for the 2nd Division.

4. We submit that the salary of Rs. 350 to 700 is quite unsuitable for officers of the 2nd Division in view of the enormous rise in the cost of living, the status of the officers affected, and the fact that Rs. 700 for this Division was a figure recommended only on a pre-war basis by Sir Charles Stewart-Wilson in 1912.

5. We submit that if officers who rose from the subordinate grades in other departments such as the Postal and Public Works Department are entrusted with high administrative charges, there is no justification for denying the officers of this Department the same right specially as competent men are available to fill them.

6. It is with regret that we notice that after more than 50 years, and then only after a certain amount of pressure had been brought to bear upon Government and the Department by forceful representation and agitation, the claims of the subordinates to share in the highest appointments were entertained, such claims first given effect to under the amalgamation reforms in a manner which clearly indicated not only that the prospects of the grade created as a 2nd Division were beyond attainment but that any advancement beyond this was hopeless for many years to come. In fact we feel justified in thinking that the 2nd Division was a block-out creation as affecting the advancement of our men to the 1st Division. Not only so but that the prospects of this Branch were no better than those of the ordinary Traffic Branch.

7. If Government had dealt fairly with our men, the amalgamation reforms should have provided for a much higher scale of pay for the 2nd Division in view of the fact that the 12 appointments reserved for the subordinates in the 1st Division could only come to them after the large surplus of Engineering officers now filling purely traffic posts died out, but this surplus has so long stood in the way and threatens to block advancement to an extent that reduces the amalgamation provision to a farce. Many of those who entered the 2nd Division in 1914 had to retire before attaining Rs. 500 while only a microscopic few attained Rs. 600, giving them no pension benefits on the pay drawn.

These facts will be borne out from the annexure.

8. As the time at our disposal has been very limited indeed, we beg to attach a memorandum of our demands on which we invite full discussion and request sympathetic consideration.

We beg to remain,

Sir,

Your most obedient servants.

#### *Summary of demands.*

1. The immediate opening of 12 appointments in the 1st Division of the Superior Traffic on Rs. 900—50—1,400, four of which should be given to officers in the 2nd Division of the Engineering and Technical branches pending the opening of 10 similar appointments in the Engineering and four in the Technical branch at an early date.

2. Increase of salary with retrospective benefits from 1st December 1919 to all 2nd Division officers at Rs. 500—35—850.

3. Increase in the number of 2nd Division appointments in the Engineering branch from 12 to 18, and in the Technical branch from 3 to 8.

4. Revision of house rent allowances on the following basis :—Rs. 100 for all Presidency offices and Rs. 75 for all other stations.

5. Restoration of locality allowances to the Engineering and Technical branches and extension of the same to the Traffic branch.

The following officers retired and were drawing the pay noted against their names on retirement :—

Names of officers.	Rs.
Mayne .. .. .	.. under 500
O'Doherty .. .. .	.. under 400
Thurley .. .. .	.. 560
Platel .. .. .	.. 540
Rowe .. .. .	.. 600
R. G. Walker .. .. .	.. 600 on leave prior to retirement.
Burns .. .. .	.. 500
Ashe .. .. .	.. 520
Baxter .. .. .	.. 600 still in service.
E. Pope .. .. .	.. 580
Carr .. .. .	.. 560
J. P. O'Brien .. .. .	.. 440
A. J. Williams .. .. .	.. 520
Leslie .. .. .	.. 500
J. D. Bunyan .. .. .	.. 600

Owing to the blocking of the appointments in the 1st Division by Engineering officers, the oldest of whom is not due to retire before nine years, the existing officers in the 2nd Division as well as several others to be promoted (to the 2nd Division from the Deputy Superintendent's grade) in the future will never receive or hold a substantive appointment in the 1st Division.

## ANNEXURE A.

*Note by the President regarding Resolution No. II.*

With reference to the majority resolution regarding the grant of the duty allowance of Rs. 40 to the Indian inspecting telegraphists also, I place this note on record as explaining their point of view.

Whatever the origin of the allowance, it is now agreed that it should be treated as a duty allowance only. The minority laid stress on the fact that these men, though they perform the same duties as the inspecting telegraphists, are men recruited differently in that they have neither passed the required examination nor had the technical training as telegraphists which the inspecting telegraphists have had. That difference in the method of recruitment is already taken note of in the distinction in the pay and prospects of the two classes of recruits.

When a duty allowance is given, this question how a certain person is recruited to that duty cannot be taken into account. When he is put in charge of a duty he is considered fit enough to perform it and in fact it is admitted these people relieve the inspecting telegraphists. Years ago when these people were recruited to this service it appears they were recruited only for less responsible and less onerous posts but on account of the exigencies of the service and probably also on account of the satisfaction they gave, they were long ago recognised as liable for equally responsible posts. Further they have already been doing the duties in these more responsible posts for years together.

When this was pointed out, the minority suggested the proper course is to revert them to the less responsible posts and not give them the allowance. This is not in our opinion a fair proposal. The Government when they were short of men put them in charge of responsible duties which they had been performing for years and when they are faced with the question of inequality of treatment between two classes of persons (and the persons who point it out unfortunately happen to be Indians), it will not be right to say to them "Very well, go back to your less responsible posts." It was admitted this course would lessen the facilities for qualifying for the inspecting telegraphists grade by passing the examination, to which chance they are admitted to be entitled.

Moreover, the majority are strengthened in their view by the fact that this portion of the service is bound to disappear soon and that this is not going to be a recurring charge for all time and further if new men are put in their place by reverting them as was proposed by the minority, some allowance will have to be paid in any event to the recruits. There will really be not much saving to Government.

Moreover, such a suggestion at this stage will come with ill grace from the Government who have exacted work from them all these years. It was also stated that some of them do the duties badly. The answer to that is there must be some of the other class of recruits who do their work badly while admittedly there are some in this class who do their duties equally well—*vide* page 134 of the Postal Committee's Report.

Such personal considerations cannot, however, be taken into account in dealing with a general question of this sort. And if it is urged their pay was revised and raised recently, so also was the pay of the inspecting telegraphists raised and revised. Again if it should be stated there is no question of compensation for loss in their case, so also there are some in the other class who would stand on the same footing. Similarly on the question of the passing of examinations. The examination which these people are required to pass to be admitted to the inspecting telegraphists' grade is the same which these latter have to undergo for passing the efficiency bar in that grade. Those people get the allowance even before they pass that examination. It also appears these Indian inspecting telegraphists had to undergo some sort of technical examination before being admitted into that service.

T. RANGACHARIAR.

## ANNEXURE B.

*Notes by Colonel Gidney and Mr. Barton.*

It seems but bare justice that all operators should be treated the same in respect of the number of years to be put in for maximum pay. That some should be able to reach it in 18 and some in 19 years, while others attain it in 20 and 21 years is obviously unfair. It is not desired to interfere with those who have derived the benefit of the double increment under the reorganisation of 1908, but as the double increment has now been abolished, it seems reasonable to ask that pay should be regulated in keeping with actual service as affecting those who were ineligible for the double increment merely because they had more than five years' service though subjected



to the same efficiency test. This would in a large measure remove the grievance which has existed since 1908.

Note 2 (o) XXVI.

The same procedure should be applied in the case of supersessions.

*House accommodation.*—The Committee's recommendation is identical with that of the previous Telegraph Committee. But recommendations alone will not meet the situation the gravity of which has been fully set out in paragraph 25 of the last Telegraph Committee's Report, which, together with this Committee's reiteration, unless given speedy effect to, must lead to a recrudescence of the trouble which was, and is still, the underlying cause of discontent. The increase in house rent allowance leaves the staff no better off than they were before. It only goes towards the increased rent for the same squalid habitations which have to be endured as the rent of houses in decent localities is prohibitive. All the presidency and large towns are peculiarly affected, chiefly Bombay, for which reason quarters for the staff at these places should be expedited. Meanwhile a "special relief allowance" towards house rent to the extent of 30 per cent. on salary, subject to the maximum of Rs. 75 in addition to house rent allowance should be sanctioned for Bombay, and for Calcutta, which though not so badly affected is confronted with practically the same disability; 25 per cent. subject to a maximum of Rs. 50 might be considered in addition to salary.

Note 3, 21, VI.

The views pronounced by the first Telegraph Committee in paragraph 6 of their report virtually stamped out the Local Service and with the reasons which precluded these from house rent allowance were entirely removed so that their claims should be considered apart from the 1913 conditions as affecting the grant of house rent allowance. They are still subject to transfer extending to a whole province, after reaching 1,000 miles and the reasons which actuated the abolition of the Local Service still remain in full strength. Like General Service men they too need to live as near as possible to the office for the efficiency of the service. It seems fair to plead that they be conceded house rent allowance.

Note 4, Local Sec. and house rent.

*The Station Service.*—It is highly essential that the proportion of 1-5th of the entire service should be laid down as the permanent strength of the service if it cannot be at once abolished. Past experience as touching the old Local Service men should be our guide. They clamoured for its abolition because the pay and prospects were poor, although they submitted to the conditions then in force, while the denial of house rent allowance was felt to be a great hardship. Station Service men will imitate them although they too accept the conditions at present. Already some of them are dissatisfied, seeing the difficulties ahead. The contention of the first Committee was "good pay for a good class of recruits" the Station Service prospects can only make for a cheap minimum of efficiency. It should be remembered that the claim by the Association and the staff was for the *entire abolition* of the Local Service but the Committee met this to the extent of retaining 4-5ths of the cadre as a General Service and creating a Station Service from the remaining 1-5th. The object of the Association was therefore attained to the extent that 4-5ths General Service was a better provision than previously existed. Personally, I conscientiously believed that the intention of the Committee's recommendation was to maintain a permanent 4-5ths and 1-5th proportion of the respective services, which fits in with the recommendation of the Committee to abolish the Local Service as arising out of the demand by the Association to have only a General Service. If this view is not accepted then the recommendation would resolve itself into a deception to which I would never have lent myself. A deception which would be rendered all the more glaring under the present construction placed upon the Station Service as affecting its proportion. Apart from this the present interpretation would justify continued recruitment to the General Service to the ultimate abolition of the Station Service which would be opposed to the Committee's express provision for a permanent Station Service.

Note 5, XXXVII.

These comprise what are known as non-departmental hands and postal signallers on deputation. The evidence before the last Committee against the employment of these men was so telling that it was the feeling they should be swept out as quickly as possible. Similarly the deputation that waited on Sir George Barnes, Commerce Member, were distinctly told that these men "are not wanted." The reason advanced by the department for the employment of these men in respect of "insufficient outturn of work" is not tenable, while in the absence of statistics as affecting "temporary emergencies" the department evidence remains an uncertainty. The figures supplied by the department show an overstaff of 45 men against which 450 or so extra hands are employed. Unless the departmental evidence is supported by actual figures the only conclusion is that the department is working under-strength by which the men are deprived of 4-5ths of 450 or 360 extra appointments in the General Service. This question needs full investigation. We are not satisfied as matters stand.

Note 6, XXXVII re 400 outsiders.

*Clerks in Burma.*—These men previously drew a pay on a somewhat higher scale than those in India to compensate them for the higher cost of living. After the revision, however, they were placed on a dead level with clerks in India, and are denied the Burma allowance which is drawn by the signalling establishment. The difference in pay should either be maintained as previously or the Burma allowance extended to them.

Note 7, 29 and 27.

The 27th June 1921.

H. GIDNEY, *Member, Telegraph Committee.*

H. BARTON, *Member, Telegraph Committee.*

### ANNEXURE C.

MARRIED TL—T BEDDOR. (PAY INCLUDING HOUSE RENT ALLOWANCE 145.)

								Rs.	A.	P.
House rent	..	..	..	..	..	..	..	30	0	0
Messing	..	..	..	..	..	..	..	80	0	0
Current	..	..	..	..	..	..	..	2	0	0
Bearer	..	..	..	..	..	..	..	10	0	0
Dhoby	..	..	..	..	..	..	..	8	0	0
Sweeper	..	..	..	..	..	..	..	3	0	0
Bhisti	..	..	..	..	..	..	..	2	0	0
Coffee shop	..	..	..	..	..	..	..	5	0	0
								140	0	0

### RAMDASS.

								Rs.	A.	P.
Messing	..	..	..	..	..	..	..	40	0	0
Bearer	..	..	..	..	..	..	..	6	0	0 (Four men sharing one bearer Rs. 24.)
Dhoby	..	..	..	..	..	..	..	4	0	0
Sweeper	..	..	..	..	..	..	..	1	8	0
Bhisti	..	..	..	..	..	..	..	0	8	0
Lighting	..	..	..	..	..	..	..	1	4	0
Coffee shop	..	..	..	..	..	..	..	5	0	0
Smokes	..	..	..	..	..	..	..	10	0	0
Miscellaneous—soap, polish, etc.	..	..	..	..	..	..	..	5	0	0
Baths and barber	..	..	..	..	..	..	..	2	12	0
								76	0	0

Filed by Mr. Brookes.

### ANNEXURE D.

Copy forwarded to the President of the Telegraph Enquiry Committee at the request of the author.

8th June 1921.

A. J. COOKE,  
*Assistant Secretary, I.T.A.*

To

THE GENERAL SECRETARY,  
INDIAN TELEGRAPH ASSOCIATION,

*Simla.*

The Director General has invited us to submit proposals for a reduction in the hours of duty, without an increase of staff, and I venture the following solution, with the request that you will place it before the June Committee for discussion.

In doing so, I must impress upon you and the department the great importance the staff lay on this question. The present hours of duty are exacting in the extreme and are in no small measure responsible for the large number of mutilations. In support of this statement I may mention that the Eastern Extension Cable Telegraph Company, who always had a six-hour shift, temporarily adopted an eight-hour shift during the war, but were only too glad to get back to a six-hour shift as soon as possible, though they paid their staff overtime for the two extra hours performed. Our present duties are particularly exhausting in the larger offices, because work is more arduous and continuous in these offices, and because men in Presidency

offices have perforce to live far from their work and therefore, spend at least two hours a day in crowded trams or trains in transit to and from their work. The Presidency and larger offices are therefore entitled to prior relief, and I suggest my scheme being first tried experimentally in them, and then extended to the smaller offices if they are able to adopt the lesser hours without an increase of staff.

My proposals are—

- (1) A reduction in the hours of duty in the smaller departmental offices is not urgently called for, but day or eight hour duties should terminate at 18 hours, and evening or seven hour duties at 20 hours, in these, and in all other offices.
- (2) Duties in offices which are open night and day, or from 6 to 24, should be reduced as follows :—
  - (a) Day duty should be of .. .. . 7 hours' duration.
  - (b) Evening duty should be of .. .. . 6 hours' duration.
  - (c) Night duty should be of .. .. . 6 hours' duration.

This narrows down the question to the Presidency, and larger offices only, and in them takes one hour off each day and evening duty. As two day duties, two evening duties, and one night duty, are in a cycle of five weeks, it means only a reduction of about 10 per cent. in a man's hours of work extended over a period of five weeks. This can very well be accomplished, without any additional staff by better utilizing the present overlaps, and by introducing a proviso that every man should do not less than 150 messages per term of duty, or show good cause to the contrary. At present the staff is provided on the basis of 150 messages per man per day but it is not incumbent on each man to do it, and, as a result of my experience as a Telegraph Master in the Madras and Bombay offices, I have no hesitation in saying that most men do less than 100 messages per day when *not scoring*. It may be contended that the Telegraph Masters are there to see that each man does it, but in practice we all know that it is impossible for a Telegraph Master, in addition to all the multifarious duties now imposed on him, to see that every man does his 150 messages per day. A man not inclined to work (and this is too often the case when he is not scoring) has several excuses, such as "mid stations working," "mid stations wrangling," "no answer such a station," etc., etc., and on main lines, he always contrives to kill time by calling in the repeater stations, taking balance, complaining of irregular signals, etc.

In proof of this, I may point out that a "scoring" man hardly calls in a repeater station, or takes balance, and, if for any reason his line is shut down and he is allowed to score on an omnibus or other non-scoring circuit, one hardly hears any complaint from him.

I advance these arguments to plead for a rule, making it incumbent on every man doing his 150 messages per day, as a condition of his earning his pay. We cannot go on for ever demanding extra pay, and lesser hours of work, without on our part, seeing that every man does his fair share of work. The entire pie-money earnings of an office at present represent so much less work done by non-scoring men.

I will illustrate my case with an example. An office is staffed with say, 240 men on the basis of 150 messages per man per day. Sixty men score daily, and their total earnings are, say, Rs. 150 per day. This means that these 60 men do 150 messages each:  $150 \times 60 = 9,000$  messages or 7,200, or in other words that the 180 non-scoring men together do 7,200 messages per day less than their legitimate share. This is what I am anxious to put a stop to and it can only be done by insisting on all men maintaining a personal in slip on which they keep a record of every message disposed of by them. We will then soon be able to lay hands on the drones of the service, who just now are far too many. Any man found doing less than 150 messages too frequently can be placed under observation and suitably punished if no improvement is shown. Very senior or cramped men may be utilized on non-operative duties.

It may be argued that this will entail extra supervision or clerical labour. The reverse will be the case. In Presidency offices most of the lines are pie-money circuits, and a personal record will be required only on the omnibus and concentrator circuits and the few main Morse circuits opened on additional outlets. This is where our greatest waste of operative staff occurs at present, and, if men of these circuits are required to dispose of 150 messages per duty, a decided improvement in the outturn in these circuits will at once be perceived.

On concentrator circuits a man cannot plead paucity of traffic, because fresh lines are switched on to him as soon as he is clear.

On omnibus circuits the plea of n-a distant station, mid stations wkg, etc., may be obviated, by placing a man in charge of two or three circuits, with instructions to work one circuit, should mid stations be working or there be no answer on the other.

On main morse circuits opened as auxiliaries to Baudot, such as between Bombay and Madras, Bombay and Calcutta, Bombay and Karachi, the men will soon learn to work up if they know that it is incumbent on them to do at least 150 messages per duty, or show good cause to the contrary. Our men are comparatively well paid at present. An operator's salary ranges

from Rs. 80 to Rs. 250 according to his service and unless we see to it that he does at least 150 messages per duty, the time will soon arrive, when our working costs will exceed our income, and we cease to become self-supporting.

Our Association will considerably enhance its reputation with the department and the public if it insists on the department making it incumbent on each of its operative staff to dispose of at least 150 messages per day as a condition of his earning a day's pay.

If the broad principles I lay down are accepted, it will be an easy matter to arrange a duty chart for any office on the basis of 25 messages per man per hour, instead of 18 messages as at present.

The duties will be as hereunder :—

Duy.	Evening.	Night.	Night.
6 to 13	13 to 19	19 to 1	1 to 7
7 to 14	14 to 20		
8 to 15	15 to 21		
9 to 16	16 to 22		
10 to 17			

In conclusion, I must say that I have made very sweeping allegations against men, when they are not scoring. I fear I shall raise a storm of protest over this, but I would ask the Director General and the Association through its various branches, to make enquiries about this, and find out whether or not it is a generally accepted belief that men when not scoring, seldom do a fair day's work. Our men are not alone in this. All over the world we find decreased output following increased pay and shorter hours of work, and if we follow the trend of labour disputes in England just now, we find the employers anxious to impose some minimum standard of output, before conceding any demand for more wages or shorter hours of work. I merely advocate the same.

For Telegraph Masters, I suggest a uniform 6 hours' duty in all Presidency and large offices, and append the following distribution for the Calicut and Madras offices.

Calicut Office 4 Telegraph Masters' working hours 6 to 24—

6 to 12	..	..	..	..	..	..	1
12 to 18	..	..	..	..	..	..	1
10 to 16	..	..	..	..	..	..	1
18 to 00	..	..	..	..	..	..	1
							4
				Total	..	..	4

Madras Office. 28 Telegraph Masters.

7 to 13	..	..	..	..	..	..	7
13 to 19	..	..	..	..	..	..	7
15 to 21	..	..	..	..	..	..	2 Rotating duties.
16 to 22	..	..	..	..	..	..	2
19 to 1	..	..	..	..	..	..	{ 3 Telegraph Masters.
1 to 7	..	..	..	..	..	..	{ 1 Deputy Superintendent.
							2 Telegraph Masters.
Desk	..	..	10 to 17	..	..	..	1
Counter	..	..	10 to 17	..	..	..	1
Testg.	..	..	1	..	..	..	1 Permanent duties.
Pressure	..	..	{ 17 to 14 }	..	..	..	2
			{ 14 to 25 }	..	..	..	
				Total	..	..	28

The average size of a section in the Madras and Bombay offices is at present 5 circuits (maximum 10 men) and each section may be increased if necessary by one circuit, provided the Telegraph Masters are relieved of much of the clerical and routine work at present imposed on them, and allowed a peon boy or clerk to go about with the special messages such as T. C.'s late fees, press, clear lines, etc. A Telegraph Master at present has to leave his section every few minutes carrying such messages to other sections, and cannot be expected to know what is going on in his section while he is away at the other end of the office. The provision of a boy peon or clerk to each Telegraph Master will obviate this.

I have not by me a chart of the sections of the Bombay and Calcutta offices, but some of the sections in the Bombay office are very small and can safely accommodate an additional line or two. The same conditions may obtain at Calcutta.

MADRAS,

The 24th May 1921.

25PWD

Loyally yours,

F. D ROSARIO,

Telegraph Master and

Member, Indian Telegraph Association, Limited.

To

THE PRESIDENT,  
TELEGRAPH COMMITTEE,  
Simla.

SIR,

Regarding the letter submitted by a member of the staff on "hours of duty" which has been viewed as very clever, I shall be glad if the evidence of Mr. Mukerjee, Traffic Controller, who I understand will be in Calcutta to day, could be recorded. The writer of the letter, I might add, has suggested an impossible problem in respect of the individual outturn to be claimed from each operator in a term of duty. The whole suggestion worked out implies that any operator completing 150 messages has finished his day's work. Again, nothing was said by the officials of the Department in defence of these black-balled as to losses resulting from Technical and Engineering causes. The letter, I beg to submit, has been accepted ex-parte and as such should carry no weight or even be entertained. All circuits do not provide the facilities for a standard outturn. Following the suggestion, 6 men in a duty term are required to give 900 messages. Let us take an example:—

Of the six circuits to be worked, 3 perhaps are heavily loaded while the other 3 have varying traffic. The first three contribute an excess above 150 while the remainder contribute to the extent of traffic available,

Result—

	1	2	3	4	5	6	Total
Outturn ..	250	190	180	100	90	90	900

This averages 150 per operator per term. To meet the demand by the author of the letter, 1 and 3 will need to be replaced by 4, 5 and 6 on the completion of their 150 messages, similarly in respect of other lesser worked circuits on which a whole day's traffic does not perhaps exceed 150 messages. What would be the natural result of this average demand per man? The officers of the department know perfectly well; our main line workers on whom we largely depend will at once slacken off because the suggestion at once threatens their pie-money earnings, and the last state will be worse than the first. The actual result will be disorganization following congestion.

What is the real position?

Twenty operators working 20 different circuits at 150 per duty term of 8 hours means an outturn of 3,000 messages. The question arises—is this achieved, and how?

The answer is, yes; in the following way:—

	1	2	3	4	5	6	7	8	9	10	Total	
1 Main circuits ..	1	2	3	4	5	6	7	8	9	10		
Outturn per duty	350	300	280	250	200	200	190	180	150	130	2,180	
2 Minor circuits ..	11	12	13	14	15	16	17	18	19	20		
Outturn per duty	100	100	90	90	85	80	75	70	70	60	820	
	Grand Total										..	3,000

= 150 per operator.

We cannot produce where there is no material. The writer's charge against those men who, though giving good results under 1 fail when placed on 2, is purely a question of supervision. The writer of the letter is himself a supervisor. His whole letter boiled down means that supervision is at a discount. To my mind, a question is one largely associated with prevailing line conditions often beyond control. It should not be difficult to discover the "drones" and "shirks" if supervision is maintained at a high standard nor should it be difficult to deal with all such. The action in such cases rests with the supervisor.

The suggestion put up is in my opinion unworkable. Not only so, but if achieved, will not meet the purpose in view, which is "reduced hours of duty". My advice is to leave well alone and improve supervision which at present is handicapped by the numerous extraneous duties imposed on supervisors.

I desire this to be submitted together with the letter in question.

Respectfully submitted.

H. BARTON.

The 24th June 1921.

ANNEXURE E.

Statement showing the rates of pay and allowances of Indian Inspecting Telegraphists.

Names.	Date of entry in Department.	Date of birth.	Date of appointment as I. I. T.	Total length of service as I. I. T. up to 31st March 1920.	PAY AND ALLOWANCES DRAWN UNDER THE OLD SCALE ON 1ST APRIL 1920.				PAY GRANTED UNDER THE REVISED SCALE ON 1ST APRIL 1920.		Pay admissible in the revised scale if length of service is allowed to count on 1st April 1920.
					Grade.	Rate of pay.	War allowance.	Total emoluments.	Grade.	Pay.	
Madho Ram ..	4th April 1890 ..	25th Dec. 1868 ..	3rd May 1897 ..	22 10 28	Rs. 100-6-130	Rs. 112	Rs. 6	Rs. 118	Rs. 140	180	
Kalyan Rai ..	8th July 1889 ..	1st Jan. 1866 ..	11th May 1901 ..	18 10 20	Rs. 100-6-130	Rs. 112	Rs. 6	Rs. 118	Rs. 140	170	
Gopal Dass ..	15th Nov. 1920 ..	16th Oct. 1867 ..	1st Aug. 1895 ..	24 7 30	Rs. 80-4-100	Rs. 92	Rs. 5	Rs. 97	Rs. 110	180	
J. D. Kapur ..	14th Oct. 1902 ..	1st July 1883 ..	14th Oct. 1902 ..	17 5 17	Rs. 80-4-100	Rs. 92	Rs. 5	Rs. 97	Rs. 110	160	
Ramchandra ..	24th Aug. 1893 ..	1st Nov. 1871 ..	23rd Oct. 1907 ..	12 5 8	Rs. 60-4-80	Rs. 72	Rs. 4	Rs. 76	Rs. 90	115	
S. C. Bose ..	24th Oct. 1895 ..	16th Aug. 1873 ..	24th Oct. 1895 ..	24 5 7	Rs. 80-4-100	Rs. 100	Rs. 5	Rs. 105	Rs. 120	180	
S. C. Banerji ..	12th July 1901 ..	Aug. 1879 ..	12th July 1901 ..	18 7 19	Rs. 80-4-100	Rs. 92	Rs. 5	Rs. 97	Rs. 110	170	
A. T. Chatterji ..	14th Aug. 1894 ..	1st April 1873 ..	14th Aug. 1894 ..	25 6 17	Rs. 60-4-80	Rs. 60	Rs. 6	Rs. 66	Rs. 80	180	
S. N. Bose ..	1st June 1895 ..	13th March 1873 ..	1st June 1895 ..	24 9 30	Rs. 60-4-80	Rs. 76	Rs. 4	Rs. 80	Rs. 95	180	
O. C. Chowdhuri ..	1st Aug. 1907 ..	2nd June 1887 ..	1st Aug. 1907 ..	12 7 30	Rs. 60-4-80	Rs. 80	Rs. 4	Rs. 84	Rs. 100	115	
M. Shookla ..	16th Jan. 1902 ..	24th Aug. 1883 ..	17th July 1907 ..	12 8 14	Rs. 80-4-100	Rs. 80	Rs. 4	Rs. 84	Rs. 100	115	

## ANNEXURE F.

## RULING.

In his letter, dated the 31st March 1920, the Director-General, Posts and Telegraphs, stated he was submitting separate proposals regarding the pay of "Civilian Telegraphists employed in Wireless stations" which he actually submitted later on. In the proceedings of the Commerce Department No. 4940, dated the 4th August 1920, the Government communicated their sanction for the revision proposals by which the emoluments of these officers were improved. The Director General's Circular No. 28, dated the 17th November 1920, gave effect to these revisions. The terms of reference to this Committee exclude "all claims for re-revision of rates of pay which were revised in 1920." Mr. Barton urges that the revision of 1920 was not in respect of their position as Wireless operators, but in a different capacity. This contention is not *correct* as will be seen from the first of the papers referred to above. The terms used are "Civilian Telegraphists employed in Wireless stations." Even otherwise, these men had their pay revised in 1920. The request is to revise that pay. Having given my best consideration a second time to this question, I am distinctly of opinion that it is not open to this Committee to undertake any enquiry in that direction. The exclusion already made will stand.

T. RANGACHARIAR, *President,*

*Telegraph Committee, 1921.*

*The 20th June 1921.*

## ANNEXURE G.

To

THE PRESIDENT,

TELEGRAPH COMMITTEE.

SIR,

SUBJECT :—*Regarding 2nd revision—retrospective benefits.*

I am truly sorry to have to solicit a reconsideration of this question after the amount of time already devoted to it. But I feel sure you will view the matter sympathetically when you see the reason for this.

This claim was put up in the belief that the date of accrual of increment would remain unaltered. It now transpires that the granting of the retrospective benefit as from the 1st April 1920 will result in more loss than gain to the majority. This arises from the fact that all those whose increments will ordinarily fall due between the 1st April and 27th September, the date of the revision, would have to forfeit such increment, already earned, and count afresh as from the 1st April which means further extending the term for the next increment. This, I might mention, would have created the same position had the recommendation of the Commerce Department in the first instance been accepted. A fact which did not strike the Committee at the time the question was decided.

As, according to the statement of the Finance Member, Government have finally decided not to countenance any further recommendations as from 1st December 1919, the only alternative seems to recommend as a special case, as in the revision for March 1919, that the date of accrual of increment remains unaltered.

Respectfully submitted.

*The 20th June 1921.*

H. BARTON.

## ANNEXURE H.

To

THE PRESIDENT,

TELEGRAPH COMMITTEE.

SIR,

SUBJECT :—*Transfer of old Local Service men to General Service.*

*Re Resolution No. 26, Subject "O"*—I shall be glad if you could allow the following addition: In so examining the cases the Director-General, Posts and Telegraphs, may be requested to consider the claims of senior men as those also of Indians. The Committee desire to point out that the question whether a volunteer is an Indian or otherwise is not a matter which should be taken to account in considering the merits of the application for transfer to the General Service.

*Re supersessions.*—It would be well if a recommendation could be made that such cases be personally examined by the Director-General, Mr. Clark.

*The 21st June 1921.*

H. BARTON.

## ANNEXURE I.

## TRAFFIC.

Names.	Pay as in January 1919.	Pay as in October 1919.	Pay as in October 1920.	Pay as it should be.
	Rs.	Rs.	Rs.	Rs.
A. H. Raikes .. .. .	355	440	510	610*
S. C. Walker .. .. .	325	420	470	580*
G. Human .. .. .	325	420	470	580*
J. Garrad .. .. .	325	420	540	540
W. E. Hellein .. .. .	325	420	580	580
P. E. Rosemeyer .. .. .	325	420	580	580
W. L. Webster .. .. .	325	420	580	580
S. A. Martelli .. .. .	325	400	540	540
T. G. Slark .. .. .	325	400	520	520
A. Cabral .. .. .	325	400	540	540
P. Wallis .. .. .	265	340	470	470
A. McGhee .. .. .	325	400	520	520
R. Rao .. .. .	265	400	520	520

\*These are the three men in the Traffic Branch who are affected by the anomaly.

The explanation is that these men were transferred to the 2nd Division prior to the revision affecting Deputy Superintendents while the others having already had the benefits of the Deputy Superintendents' revision were transferred to the 2nd Division and further participated in the revision of this Branch.

H. BARTON,—18-6-21.

## ENGINEERING.

Names.	Pay in January 1919.	Pay in October 1919.	Pay in October 1920.	Pay as it should be.
	Rs.	Rs.	Rs.	Rs.
E. S. Clare Scott .. .. .	400	500	600	600
F. Rodrigues .. .. .	385	500	580*	700
R. Robertson .. .. .	400	500	700	700
T. P. Buckley .. .. .	400	500	600	600
L. P. D'Souza .. .. .	385	500	700	700
L. M. Maloney .. .. .	400	500	600	600
G. C. Bulloch .. .. .	385	500	580	580
J. H. Barker .. .. .	385	500	600	600
<i>Technical Branch.</i>				
R. Osborne .. .. .	310	400	470*	520
G. O'Donnelland .. .. .	355	460	510	530
J. Browne .. .. .	280	400	520	520
W. A. Xavier .. .. .	265	340	500	500

\*The same conditions apply to these men as to the Traffic Branch.

H. BARTON,



## ANNEXURE J.

Case for house rent allowances for those of the telegraph line establishment who do not now get either house rent allowances or free quarters.

At present we employ

Inspectors .. .. .	26
Sub-Inspectors .. .. .	515
Linemen .. .. .	2,727
Total .. .. .	3,268

These men are stationed where there are telegraph offices of one or other of the following classes—

- Departmental,
- Combined,
- Licensed Railway or Canal,
- Administrative Railway or Canal.

and at

Telephone Exchanges.

At large departmental offices such as Bombay and Calcutta men get either free quarters on the premises or house rent allowances. At smaller departmental offices and at combined offices the line staff sometimes get free quarters and frequently have to find their own. At railway and canal offices the line staff are frequently provided with free quarters for which the Department pays rent to the Administration concerned at the rate of Rs. 8-8-0 per cent. per annum on the actual cost including cost of land and usual supervision and storage charges in the case of railway quarters and at the rate of Rs. 1-4-0 per mensem in the case of canal quarters. At telephone exchanges the line staff obtain or do not obtain quarters according to availability.

In the result we have—

	Men.
Getting house rent allowance .. .. .	76
Getting free quarters .. .. .	1,316
Getting neither .. .. .	2,056
Total .. .. .	3,268

The pay of this establishment is fixed; it is purely a matter of luck whether a lineman is posted to a place where he gets quarters or where he does not and the man who does not, feels he has a grievance. It may be argued that as we do not contract to supply quarters the man who does not get any has no grievance. Theoretically this may be so but in practice he has and this is natural.

The pay of these men is—

	Rs.
Inspectors .. .. .	100—5—120
Sub-Inspectors .. .. .	35—3—50—5—100
Linemen .. .. .	22— $\frac{1}{2}$ —32
	and
	18— $\frac{1}{2}$ —28

My proposals are—

- (1) Inspectors should get neither house rent allowances nor free quarters. At present a few are drawing rent allowances. These should continue to do so until transferred.
- (2) All Sub-Inspectors and linemen should be given either free quarters or house rent allowances.
- (3) For this purpose the grouping of stations arrived at in the case of the signalling establishment and published in the Director-General's Special Circular No. 8 (E. B.), dated the 15th June 1920, should be applied in the first instance, subject to the provision that where postmen receive house rent allowance linemen and Sub-Inspectors will receive the same. As we have line staff at stations where there are no telegraph offices (or post offices) there may be men who will in the first instance come under Class V, "Other Stations" and who may deserve a higher rate. The grouping of stations should, I consider, be reviewed annually or at fixed intervals when adjustments of this nature may be made from class to class.

(4) The rates of house rent allowances should be :—

	Rs.
Class I excluding Calcutta .. .. .	7
Class II including CA. LH. AB. Amritsar excluding Karachi and Quetta ..	5
Class III including Karachi and Quetta .. .. .	4
Class IV .. .. .	3
Class V .. .. .	2

(5) The date of effect should be from 1st June 1921.

The cost of this scheme worked out on these data would be Rs. 5,282 per mensem or Rs. 47,538 plus 9,692=48,507 during the current year against a present cost of Rs. 323 per mensem or Rs. 3,876 per annum.

A scheme has been sent up to Government for approval for an increase in line establishment with effect from the 1st October 1921 of—

Inspectors .. .. .	2
Sub-Inspectors .. .. .	25
Linemen .. .. .	721
Total excluding Inspectors ..	746

The actual cost of house rent allowance for these 746 men can not be accurately ascertained till they are appointed and posted but we can estimate the cost on the supposition that none of them will get free quarters and that the average cost of house rent allowance per man is as shown on the statement, viz.  $\frac{\text{Rs. } 5,282}{2,108 \text{ men}}$  or Rs. 2-8-0 per man per mensem.

The total estimated cost of the suggestion for the current year would be—

	Rs.
(1) 74 men from 1st March to 31st May at Rs. 323 per mensem, <i>vide</i> statement	969
(2) 2,108 men from 1st June to 28th February at Rs. 5,282 per mensem ..	47,538
(3) 746 men from 1st October to 28th February at Rs. 2-8-0 per mensem = Rs. 1,865 × 5 .. .. .	9,325
Total cost ..	57,832
(4) Deduct 323 × 12 months .. .. .	3,876
Net extra cost	53,956

to meet which a provision of Rs. 90,000 was made in this year's budget as it was hoped that the case would have been dealt with in time to be applied with effect from an earlier date.

The estimated cost for next and succeeding years is 2,108+746 men=2,854 men × Rs. 2-8-0 per mensem = Rs. 7,135 per mensem or Rs. 85,620 per annum against the former rough estimate of Rs. 90,000.

W. SUTHERLAND,—9-6-21.

# SUPPLEMENTARY MEMORANDUM.

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EVIDENCE OF THE B. & O. I. E. S. ASSOCIATION,  
FOR THE ROYAL COMMISSION.

*on Public Services  
in India*

**Questionnaire I.**

Indianisation.

Economy.

Indian Style.

Emoluments.

Provincialisation.

**Questionnaire II.**

## MEMORANDUM.

The whole problem of the present condition and the future of education in India is inevitably raised in any adequate attempt to give replies to Questionnaire I. Unless, however, the problem is looked at as a whole, nothing useful can be suggested. The problem of the constitution, recruitment, and prospects of the Service is only a part of the whole, and its consideration, apart from the general educational situation in the country, can never indicate anything more than a holding solution. Is India becoming fully and properly equipped for holding its own against the progressive countries of the world? If not, why not? This ought to be the governing consideration. If this is done, the excess of emphasis on the problem of the agency and, more particularly, its racial aspect becomes obvious. Two assumptions appear to have been made in Questionnaire I. The first is that modern standards of education cannot be maintained without retaining and recruiting officers of British race. The second is that Indianisation must necessarily mean Provincialisation. None of these appears to us to be self-evident. Let us examine the first.

In education, it will be admitted, it is not so much race as training that counts. Our European colleagues themselves do not take up the position that a European qua European is essential to the service. A reference to the reply of the Association to Questionnaire I will show that what they emphasise is educational efficiency and not race. One may almost venture to say that the emphasis on race in the Educational Service is a superstition and one from which the Educational Officers as a rule desire to be free.

If the emphasis had been placed on modern training, there would have been nothing to cavil at. On the contrary, we would be fully prepared to admit that foreign training is essential. Not only that but every encouragement ought to be held out to Indian Officers to acquire such training. We would even go the length of saying that *ordinarily* foreign training should be regarded as a *sine qua non* for appointments to the Superior Service. But this is very different from asking us to believe that the British graduates alone can preserve up-to-date standards of education. This position is, moreover, untenable. Till within the last few years the British graduates alone were responsible for the educational standards and achievements in education in India. Can we say that the level of secondary and university education in the country has come anywhere near what would be regarded as modern standards? Fortunately for us there is independent evidence on this question. The Lytton Committee went carefully and exhaustively into the question of the stay and study of Indian students in Great Britain. What have been the findings of this Committee? The Committee practically admitted that the level of education in India was so poor that ill-trained students had to go abroad to find the training they did not find in their country. The remedy suggested was that an attempt must be made to raise the level of education so high as to make it unnecessary in ordinary cases to proceed abroad for training. In view of this opinion of an independent tribunal how can it be maintained that British graduates alone are necessary to maintain modern standards? During the period of their exclusive control such standards have not been attained. This is the reason why we maintain that the educational needs of the country ought to be the governing consideration. And these needs demand that recruitment to the Educational Service should not be determined by race or latitude. India is in need of modernisation. It needs the best that the progressive countries of the world can give. It is on this principle that the High Commissioner is empowered to call for tenders from all countries in the world. It is on this principle again that our I. E. S. Association passed a resolution to the effect that the whole

learned world ought to be the recruiting ground for the Educational Service.

*Indianisation.*

As we maintain that Europeans qua Europeans have no place in the Educational Service, we are prepared to accept other implications of our position also. Indians qua Indians have no place in it either. Our claim for Indianisation is not based on the ground of race. We maintain that Indians with proper foreign training are becoming available and they have a *moral* right to be employed in their own country in all cases where an outsider of overwhelmingly superior qualification is not forthcoming. There is not the slightest danger of deterioration of standards, to put the matter entirely negatively.

*Economy.*

We do not press for Indianisation on the ground of economy either. Economy is not an end in itself, nay, in certain circumstances, it may even be real waste. We would even say that to put the claim for Indianisation on the ground of economy is to raise false expectations and false issues. Every one familiar with conditions in India is aware that the educational profession is a real *pis aller* for the youth of the country. Even if you take a promising graduate who has not been abroad, if he seeks service his ambition is directed to the Executive Service first and then to the Judicial Service. When the administration fails to absorb him he turns to education. It is no use ignoring this fact. The best Indian with Indian training does not willingly seek to enter the Educational Service. The best Indian with foreign training is likely to be discouraged from joining the Service, owing to the unequal treatment he gets as regards total emoluments on account of his race. The aim of Indianisation surely can never be to get any type of Indian that will offer himself. The aim must be to attract an Indian of such a type as will make the recruitment of outsiders progressively unnecessary. Otherwise instead of shortening the period of tutelage, it is likely to be indefinitely prolonged. India has to become progressively self-reliant, if not self-sufficient, in education. Therefore, just as in the case of the European recruit suitability of type is kept in view, in the case of the Indians also a similar aim should be maintained. Such a suitable type is not likely to be available if economy is obtrusively evident and especially if it affects Indians alone.

There has not been enough of expenditure on education in India to justify us in advocating economy. The whole future of the country and the pace of its advance depend on the level and quality of education. The rapidly changing conditions of the country require a more varied and more efficient education. Without wishing to utter a mere platitude we would say in all seriousness that during the present transitional stage and for some years to come the educational service is the key service *par excellence*. A narrow, exclusive, monopolistic racial outlook on the service is, therefore, disastrous. The problem before the service is not now so much what it mostly used to be, the training of candidates for the different Provincial and Subordinate Services of the country. Now, it is becoming one of providing such a training as will prepare the coming generations for citizenship and leadership in the different walks of life. In response to the widening opportunities in the country there has to be a provision of superior facilities along with a broadening and deepening of the training. And even as regards the recruitment for the Civil Services their future requirements are going to be different from what they have been hitherto. With the progressive Indianisation of the services, initiative, capacity for control, decision, will be needed in addition to the habit of obedience and carrying out orders.

The universities have yet to become what they should have been already, centres of learning and culture and laboratories of knowledge. This will require expenditure on a vastly extended scale rather than retrenchment, whichever be the reason availed of, whether Indianisation or the resources of the country. The poorer the actual condition of the country the greater the need for struggle and for

increased expenditure on training and retrenchment on other items. The potential resources of our country are varied and practically unlimited. We want to be adequately trained to utilise them ourselves. In this great work no one country can and should expect to secure a monopoly. All must lend a hand and the best available agency irrespective of colour, creed or country must be employed. If there is then no call for economy in education there is much less to reduce the emoluments of the Indian Officers in the service.

Indians, it is urged, serve in their own country and therefore, ought to be paid less. This argument, we must say, is specious at best. If India had been considerably more modernised than it has been, if it had been a country of small extent and if Indians had not been serving outside their native province, this argument would have had some force. But as things are we fail to see its cogency. High prices, high cost of travel, rising wages of servants tell equally on Indians as well as Europeans. But the Indians labour under a special disadvantage. They have to meet the requirements of modern life and they are not yet free from the embarrassments of conditions which are only slowly, too slowly, passing away. The indifferent nature of the training as testified to by the Lytton Committee compels them to send their brothers and sons to foreign countries. When the level of training in this country makes it unnecessary in ordinary cases to go abroad then will be the time for labouring this argument for what it is worth. Foreign education is by no means a luxury. It is a necessity if we are to hold our own in all walks of life against outsiders who are better equipped for the struggle. All Indians who aspire to anything at all have been forced to realise that they must go abroad for training. Manning the services of the country is surely not everything. In fact so long as that remained the principal aim of young men and absorbed their energies the educational system acquired a definite bias. This has to go. As opportunities are opening out in all directions, as the energies of the youth of the country are being released from their fixed and narrow aim of the services, as India is being subjected more and more to forces operating throughout the civilised world we have to become far better equipped than we used to be. An indifferent training can no longer be regarded as good enough for Indians. In the advancing tide of modernisation, it would be *Canutesque* to lay down the injunction "thus far and no farther" for Indians.

*Indian Style*

It is also said that Indian style is cheap and European style is costly and Indians should follow their own style. Here it is taken for granted that Indian style is one and invariable. Further it is identified with a mode of life which was forced upon some Indian Officers in the past by their exclusion from the superior services and by their straitened means. A little thinking will show that neither the Indian nor the European style, for the matter of that, is one and invariable. We hear *ad nauseam* that India is a continent where unity or uniformity is hard to find. But apparently in this pervading absence of unity or uniformity there is yet one thing which is one and invariable and that is the Indian style. This cannot be.

India is a country which has witnessed an uncounted number of social upheavals and changes and presents a consequent variety in the style and standard of life. It would be rash if nothing worse to undertake to reduce this variety to one pattern and call it the Indian style. With the spread of modernisation certain requirements are beginning to be felt by all and those if we like we can collectively describe as the modern style in India. These requirements are better sanitation, better housing, better food, better clothing, better education for both men and women. These do not make life easier and cheaper for Indians, much less for the Indian officers.

One of the recognised tests of progress of a country is the average

duration of life. If this is applied we find the average life of an Indian estimated at 23 as compared with 45 or 55 in Western countries. It is a matter of common knowledge that many of India's most valuable citizens die before they are fifty. Further it cannot be said that the test of a living wage need not apply to the earnings of Indian officers. The kind of life they are forced to lead and its effect on their vitality must be taken into consideration. The double life that Indian officers have to lead in the transitional period of modernisation has been sapping their vitality and leading to the steady deterioration of the average duration of life. This deterioration has not escaped notice by Indians themselves. The late Mr. Justice Telang as well as the late Mr. Justice Ranade discovered it and pointed to the underlying cause of it—the strain of a double life and restricted means. What this double life means and what it costs has been shown in considerable detail by Mr. Ziauddin Ahmed of the Bombay Imperial Police in his written statement referred to in Appendix B of our written statement. If we disregard this lowering of vitality, if we neglect our social responsibilities, if we keep out women without education, if we content ourselves with the poor training, which the country provides for our boys and girls and which does not equip for an equal struggle with better trained outsiders in the numerous walks of life, then no doubt this alleged Indian style will be cheap. But with the same comprehensive disregard of essentials it is not easy to show that European style is expensive. The truth of the matter is that there is no one and unvarying style or standard which you can pick out for the purpose of applying the test of a living wage. Styles and standards vary with communities and classes. They vary with individuals also. The European style that is said to be expensive is not one and invariable. But it is sought to be standardised for the services in India. And if we look into the matter carefully this alleged European style turns out to be what one should really call the modern style. With the modernisation of India that is proceeding at present this modern style is bound to become the prevalent style. A failure to appreciate this would tend to retard instead of accelerating modernisation of the country which is declared aim of British Policy. What we have called the modern style has not much to do with race or latitude, but everything with conditions and requirements of life which are becoming common over the whole world.

#### **Emoluments.**

The question of emoluments really depends on whom it is desired to attract. It is safe to say that there will be no lack of candidates whatever the salary offered may be. But the quality will never be same. We assume that what is aimed at is not Indianisation *per se* but of the right type. On this assumption we get some guidance from the opportunities and prospects for Indians in other services besides the Educational. As we have already stated the emoluments and prospects of the Educational service will have to be distinctly better than those open to even the Provincial Executive Service, which attracts the best talent of the country wishing to enter Government service.

About a decade ago there was a conference of educationists held in Bombay under the presidency of the Governor. There the question of the improvement of education was earnestly discussed. It was then pointed out that so long as other callings existed where racial distinction and restricted earnings were not the rule, no Indian with aspirations will voluntarily choose an educational career. This statement has not lost its force at this day. When our universities become laboratories of knowledge the prestige of our vocation will undoubtedly rise higher and higher, a tradition of modern learning will grow and emoluments will not continue to be the determining factor in drawing men of capacity to the profession. Till that day comes the remuneration offered will have to be substantial and distinctly better than that of services which claim the first attention of a youth choosing a career.

We feel it necessary to repeat that the functions and responsibilities of the Educational Service are increasing in scope and variety and that it is the last service in which the racial question may be introduced in determining prospects and control. What psychologists agree to call "the emotional condition favourable to the growth of creative Thought" cannot be preserved for the Indian officers when they begin to labour under a sense of inequality, injustice, and unequal remuneration for no other reason except their race. Their intellectual and moral stature is bound to be stunted. During the period of training it is of vital importance that the rising generations of the country should grow under the influence of persons who are capable of attaining to the full stature of manhood.

Now we come to the second assumption mentioned at the beginning, that Indianisation must necessarily mean Provincialisation. Provincialisation. What has happened in the last three years to necessitate an alteration of the constitution of the service? We do not know. We are not told. Does the state of education in the country require it? It is not easy to say. On the contrary what little evidence is available points the other way. The Educational Commissioner to the Government of India stresses the need for a high and uniform standard of education. We wonder how this is going to be secured by destroying the All-India character of the educational service. A Conference of Educationists held under the auspices of the Government of India resolves to hold a conference of Indian Universities at Nagpore with the aim of securing uniformity of training and yet when the necessity of uniformity is recognised proposals are brought forward to destroy the All-India basis of the service. The Report of the Lytton Committee to which we have already referred urges sustained effort to raise the general level of education as quickly as practicable. The proposed Provincialisation of the service will make the general level of education very unequal. Instead of assisting the attainment of uniformity, embarrassing diversity is likely to be the result.

We cannot help feeling, therefore, that this proposal of Provincialisation has no specific application to the educational service but is merely a part of the general proposal to increase the control of the Provincial Governments over the services as a step towards autonomy. Our objection to Provincialisation does not arise from a dislike or distrust of the Provincial Government. As educational officers we are not primarily politicians. We object to it because no case has been made out for a change from the All-India basis, the educational needs of the country do not require it at present, and that the change in the basis of the service should follow and not precede provincial autonomy. Further we feel there can be no finality in the decision at this stage. The findings of this Commission, whatever they may be, cannot bind the Statutory Commission which is to come in 1929 and, therefore, there is every reason not to disturb the status quo by taking decisions in advance. Two commissions within a period of a few years are bound to produce an unsettling effect on the service which should be avoided.

If the educational needs of the country are steadily kept in view and attention is not concentrated on the problem of agency and control, an alternative to Provincialisation can be discerned. Till the final decision is taken by the Statutory Commission, the All-India Service could be turned into what it is now merely in name. The All-India Service has been so called not because the Government of India recruits and controls which it does not do, nor because the whole of India was a recruiting ground, but merely because the officers are liable to be sent to any part of the country. In the transitional period the All-India Service could be made one which is under the control of the Government of India under a delegated authority from the Secretary of State. This control could be exercised by a Civil Service Commission constituted as laid down in the Government of India Act. In any contingency when the necessity of employing a non-Indian arises, he could be



secured through the High Commissioner for India. We have already drawn attention to the resolution of our Association that the whole learned world should be the recruiting ground. We believe that if the personnel of the service is not kept overwhelmingly British there probably would be less reluctance to be controlled by a Civil Service Commission in India.

The proposed Provincialisation is moreover sought to be applied only to the recruitment of Indians in the service. We have already entered a protest against racial considerations in the field of education. We respectfully submit that it appears somewhat paradoxical that while the Central Legislature has been trying to free law and procedure from racial distinctions the Questionnaire proposes to re-introduce them in every department of the administration on an extended scale.

### QUESTIONNAIRE II.

This concerns itself with actual grievances. We propose to enlarge here on the most important grievance we suffer from. In regard to the grant of Overseas Pay, we feel our service has not been fairly and sympathetically dealt with. When Indian officers were declared eligible for Overseas Pay the I. C. S., P. W. D., Telegraph and Railway services were treated differently from our service. (In those services not only those who were already members but future recruits for 5 years from December 1919 were declared entitled to draw the Overseas Pay. In our service the 1st of December, 1919, the date of the introduction of the new scheme, was fixed as the date after which no Indian officers would get it. The reasons for this differential treatment are not clear. The actual result of this decision has been paradoxical. Whereas the majority of Indians with foreign qualifications has been deprived of the Overseas Pay a number of Indians who have never been abroad for training have been drawing it. We do not grudge them this benefit as we firmly believe in equality of payment. What we wish to emphasize is that there is no principle discernible in refusing to treat the Indian Educational Service in the same manner as the Indian Civil Service, Public Works Department, Telegraph and Railway Services. One would think from this refusal that in the view of Government foreign training for Indians was a species of extravagance which need not be rewarded or encouraged. The urgent need of foreign training for all officers in the Superior Educational Service has been already sufficiently emphasized by us in this memorandum. Equitable considerations require that whatever decision be taken regarding the future of the service all those who are already in the service and who will be admitted before the 1st of December next should get the Overseas Pay. This will remove the differentiation against the Indian officers of the Indian Educational Service. We trust this Commission will be able to recommend this bare act of justice to the Secretary of State.

Before this Commission has finished taking evidence we regret to say the Secretary of State has thought it fit to deprive Indian officers of the I. E. S. appointed after July 1923 of the benefit of the Special Leave Rules. We almost feel as if the scales were already weighted against us in our claim for equality of status, privilege and emoluments. But we have felt it our duty to put our view with all the earnestness that we can command. We hope justice will be done by this independent tribunal which is not committed to any policy in advance.

*N. B.* My family budget will be sent under a separate cover and I wish it to be treated as confidential.

1st February, 1924.

Sd. G. S. Bhaté.

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**REVISED COMPILATION OF RULES**

**RELATING TO THE**

**EXAMINATIONS OF ASSISTANT COLLECTORS  
AND OTHER OFFICERS.**

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## CHAPTER I.

### SECTION I.

#### \*RULES RELATING TO ASSISTANT COLLECTORS.

##### *Introductory Rules.*

1. Every gentleman appointed in England to be a member of the Civil Service of the Presidency of Bombay shall, immediately on arrival at Bombay, report himself to the Chief Secretary to Government, or, in his absence, to the officer in charge of the Separate Department.

Report to be made by Civil Servants on arrival.

2. Orders will then be issued posting him to a district as an Assistant Collector and investing him with the powers of a Magistrate of the Third Class.†

Posting of Civil Servants after report of arrival.

3. The salary of an Assistant Collector will be Rs. 400 per mensem from the date of arrival, increasing to Rs. 450 from the date of his passing the Departmental Examination, Lower Standard, and to Rs. 500 from the date of his passing the Departmental Examination, Higher Standard, and being invested with the full powers of a Magistrate.‡

Salary of Assistant Collectors posted after arrival.

4. An Assistant Collector is required to pass—

(1) within 15 months of his being posted as an Assistant Collector an examination in the vernacular language of the district to which he is posted, and

Assistant Collectors required to pass examinations in Hindustáni and in one of the vernacular languages.

(2) within 24 months of his being so posted an examination in Hindustáni.

Failure to pass either of these examinations within the prescribed period shall render the Assistant Collector liable to a deduction§ of 10 per cent. from his salary until he passes the examination, provided that Government may for special reasons extend the period prescribed for either examination.¶

The vernacular languages of the districts are declared to be as follows :—

Ahmedabad, Panch Maháls, Kaira, Broach,	
Surat ... ..	<i>Gujaráti.</i>
Thána, East Khándesh, West Khándesh, Násik,	
Ahmednagar, Poona, Sátára, Sholápur,	
Katnágiri, Kolába ... ..	<i>Maráthi.</i>
Bombay ... ..	<i>Maráthi or Gujaráti</i>
	at the option of the officer concerned.
Kánara, Belgaum, Dbárwár, Bijápur ... ..	<i>Kánarese.</i>
All districts in Sind ... ..	<i>Sindhi.</i>

\* Government Resolution, Revenue Department, No. 6265, dated 22nd June 1908.

† Government Resolution, Revenue Department, No. 9921, dated 9th October 1907.

‡ Officers on passing the Lower or Higher Standard of examination shall, as a rule, be at once invested, respectively, with the powers of a Second Class Magistrate or with powers of a First Class Magistrate and they shall accordingly be entitled to the higher rates of pay from the date of their passing the examination. But if in the case of any officer subordinate to him the Magistrate of a district shows to the satisfaction of the Local Government that investiture with higher powers ought to be deferred, then the mere passing of the examination will not establish a title to higher pay, nor shall such higher pay be granted until the investiture with higher powers takes place (Resolution of the Government of India, No. 377, dated 20th January 1871).

§ Powers of a Second Class Magistrate are not to be conferred upon an officer until he has exercised the powers of a Magistrate of the Third Class for six months; and powers of a First Class Magistrate are not to be conferred upon an officer until he has exercised the powers of a Magistrate of the Second Class for the same period: provided that no officer shall be entitled to a higher rate of pay by reason of exercising higher powers unless he has passed in all the subjects of examination by the Lower or Higher Standard as the case may be (Resolution of the Government of India, No. 2990, dated 17th June 1871).

¶ The deduction from the salary of an officer for failure to pass his examination within the prescribed period should be made from the first day of the month following that in which the first examination is held after the completion of the period within which he should pass to the last day of the month preceding that in which he eventually passes or is exempted from the liability to pass by transfer or otherwise (Government Resolution, Revenue Department, No. 8039, dated 3rd October 1905).

¶ Government Resolutions, Revenue Department, No. 1297, dated 18th February 1904, and No. 8508, dated 22nd September 1900.

5. (1) In addition to the examinations in language prescribed in Rule 4, an Assistant Collector of less than ten years' standing who is transferred from one district to another district in the vernacular of which he has not passed will be required to pass in the vernacular of his new district not later than at the first examination held after the expiry of one year from the date of his transfer to the district; and, in the event of his failing to do so, he will be liable to the penalty, subject to the proviso, mentioned in Rule 4.

Assistant Collectors further required to pass in the vernaculars of the districts to which they may be transferred; grant of a reward for passing in compulsory and optional languages.

(2) An Assistant Collector, whether of less than ten years' service or not, having passed the examinations prescribed by Rule 4 and clause (1) of this rule, may, with the permission of the Commissioner of the Division, or in the case of an Assistant Collector serving in Bombay with the permission of Government, appear for examination in a second vernacular spoken in the district in which he is serving.

(3) No reward shall be payable for passing in the languages which an Assistant Collector is required to pass under Rule 4, but when these have been passed, a reward of Rs. 500 shall be payable in the following cases:—

- (i) when an Assistant Collector passes in any vernacular which he is required to pass under clause (1) of this rule, provided he does so within the period prescribed by that clause;
- (ii) when an Assistant Collector passes any vernacular examination for which he is permitted to appear under clause (2) of this rule; and
- (iii) when an Assistant Collector of more than ten years' service is transferred to a district in the vernacular of which he has not passed and passes in that vernacular not later than at the first examination held after the expiry of one year from the date of his transfer to that district.

*Note.*—In any case in which the vernacular of the district is the Assistant Collector's own language, the Assistant Collector is not required to pass in that vernacular under either Rule 4 or Rule 5, and no reward is payable to him for passing in it; and clause (2) of the first paragraph of Rule 4 does not apply to an Assistant Collector whose own language is Hindustani.\*

6. Except for special reasons an Assistant Collector will not receive permanent charge of a taluka, or be invested with the powers of a Magistrate of the Second Class, until he has passed the Departmental Examination, Lower Standard.

Assistant Collectors not to receive charge of talukas and be invested with Second Class Magisterial powers without passing Lower Standard Departmental Examination.

7. Except for special reasons an Assistant Collector will not be appointed to be or act as Second Assistant Collector or Assistant Judge and Sessions Judge, or be invested with the powers of a First Class Magistrate, until he has passed the Departmental Examination, Higher Standard.

Assistant Collectors not to be appointed Second Assistant Collectors or Assistant Judges, or Sessions Judges, and be invested with First Class Magisterial powers without passing Higher Standard Departmental Examination.

8. An Assistant Collector desirous of entering the Judicial Branch of the Service may, on application made to the Secretary to the Permanent Committee for Departmental Examination one month before the date of the Departmental Examination, Higher Standard, be examined in an extra paper relating to Judicial matters as hereinafter provided. The Assistant Collector will not by passing in this paper bind himself to enter the Judicial Branch, but he will be freed from obligation to pass any other examination in Judicial matters.

Candidates for the Judicial Branch required to pass in an extra Judicial paper.

9. Substantive promotions to the grade of Second Assistant Collector as also officiating promotions to this as well as to the grade of First Assistant Collector will, under ordinary Promotions how regulated,

\* Government Resolution, Revenue Department, No. 580, dated 28th June 1910.

circumstances, be regulated according to the date of passing the Higher Standard Departmental Examination. Passing the Departmental Examination, however, will not entitle to promotion any one whose conduct is not otherwise satisfactory. The names of officers holding the substantive appointments of First and Second Assistant Collectors will be printed in the Civil List in the order of their seniority in the service.

10. An Assistant Collector will not be entitled to travelling allowance for attending the examination unless the Permanent Certificate for travelling allowance to examination candidates. Committee for Departmental Examinations, or the Civil and Military Examination Committee, as the case may be, shall certify that his proficiency was such as to entitle him to the allowance.

*Note.*—Certificates for travelling allowance should not be granted to candidates who obtain less than a half of the minimum number of marks required to pass.

### DEPARTMENTAL EXAMINATIONS.

11. Half-yearly\* Departmental Examinations of Assistant Collectors and others who may be permitted to appear shall be held at Bombay or Poona under the supervision of the Permanent Committee for Departmental Examinations on such dates in June and December as may be notified to the examinees by order of the President.

Assistant Collectors should address the Secretary to the Permanent Committee for Departmental Examinations through their Collectors.†

12. (a) The Permanent Committee for Departmental Examinations will consist of the following members:—

- Constitution of the Permanent Committee for Departmental Examinations.
- (1) The Chief Secretary to Government—President.
  - (2) The Secretary in the Revenue Department or, if he is the Chief Secretary, the Secretary in the Judicial Department.
  - (3) The Secretary to Government in the Legal Department.
  - (4) The Accountant General.
  - (5) The Registrar of the High Court.
  - (6) The Settlement Commissioner and Director of Land Records and Inspector-General of Registration.
  - (7) The Under Secretary to Government in the Revenue Department.
  - (8) The Under Secretary to Government in the Judicial Department.
  - (9) The Assistant Judge, Thána.
  - (10) The Collector of Bombay (for examinations held in Bombay).
  - (11) The Collector of Poona (for examinations held in Poona).
  - (12) The Assistant Collector, Bombay (for examinations held in Bombay).
  - (13) The Senior Assistant Collector, Poona (for examinations held in Poona).
  - (14) The Oriental Translator to Government—Secretary.

(b) In addition to the permanent members mentioned above, the President is authorized to appoint on behalf of Government, as temporary members, such officers as are required to set any papers which are not set by any of the permanent members. These temporary members should have rendered at least five years' service. The attendance of these temporary members at the examinations will not be required, but they will have to read and mark the various exercises on the papers set by them. One European officer from amongst the permanent members should attend during the examinations for *visá voce* and for general

\* Government Resolution, Revenue Department, No. 4945, dated 17th June 1905.

† Government Resolution, Revenue Department, No. 6059, dated 22nd September 1898.

superintendence. The duty of attendance should be shared by the various officers. A Deputy Collector of experience may also be appointed as a member to assist in conducting *viva voce* examinations.

(c) The Revenue and Judicial papers, with and without books, should be sent to the Secretary to Government, Revenue Department, and the Secretary to Government, Legal Department, respectively, for approval, and, if necessary, for revision in consultation with the officers who set them.

13. There shall be two standards of qualification—the Lower and Higher. The Lower Standard must be passed before a Candidate can present himself for examination according to the Higher Standard.

Two standards of examination, Lower and Higher.

#### LOWER STANDARD.

(See Appendix .)

14. The principal objects of the Lower Standard of examination shall be to test the Candidate's general acquaintance with the leading principles of Revenue Administration and Criminal Justice, and especially with so much of the Laws of Procedure as it is necessary for any officer to know in order to exercise properly the functions of an Assistant Collector and Magistrate, and his power of dealing with conflicting arguments and evidence. With these objects the following scheme of examination is laid down:—

Nature and objects of the Lower Standard Departmental Examination.

(1) Papers on Revenue and Judicial questions are to be answered without reference to any books, except the text (without commentary) of Regulations and Acts and the printed Rules for administration of Revenue Survey Settlements, and such other books of reference as may be prescribed by the Permanent Committee. The Revenue paper will include questions on the principles regarding the exemption of improvements from taxation, with particular reference to the summary of these principles as given in Volume III of the Survey and Settlement Manual and its Appendices. The questions will be so framed as not to involve difficult and rare points, or recollection of forms, dates, etc., but must be sufficient to test the Candidate's general knowledge of the subjects of examination. \*The Indian Evidence Act will also be a subject of examination, and questions in it are to be answered without books.

(2)† (a) The Candidate is to be required to show his knowledge of the accounts of a Collectorate, whether village, taluka or huzur, and to have a satisfactory practical acquaintance with the subjects treated of in Symonds' revised edition of Hope's Manual, and with the whole system of treasury and local fund accounts prevailing in the Presidency as given in the Civil Account Code, Volume I. The Candidate will be allowed the use of the Civil Account Code with its index, and the questions to be answered from these books will be set in such a manner as to test the Candidate's capacity to correct irregularities and solve problems that he is likely to meet with in his daily work.

(b) The Candidate shall produce a certificate from the Collector of the district that he has duly attended to, and satisfactorily discharged, the duties of Treasury Officer for a period of not less than six weeks in the twelve months immediately preceding the examination. No Candidate shall be declared as passed without such certificate.

(c) The Candidate who has obtained in England a certificate of minimum proficiency in riding shall, when he presents himself for his

\* Government Resolution, Revenue Department, No. 2618, dated 31st May 1872.

† Government Resolution, Revenue Department, No. 3335, dated 9th April 1912.

Lower Standard Departmental Examination, produce a certificate from the Collector of his district that he can ride sufficiently well for the performance of his duties.\*

- (3)† With a view of testing the power of the Candidate in dealing with conflicting arguments and evidence, a decided case, which he has never before seen (from a Magistrate's English record), of the nature of those which come before Assistants in charge of districts, is to be placed before him with a copy of the Indian Penal Code, the final proceeding in the case being withdrawn. The Candidate must write out his decision upon the question or questions at issue, with a sufficient statement of the grounds on which it is based.

#### HIGHER STANDARD.

(See Appendix )

15. The Higher Standard of examination shall be similar in its nature to the Lower, but more difficult in degree. Its object shall be to test the fitness of the Candidate to transact creditably the ordinary business of a Collector and Magistrate, and the examination will be conducted in conformity with the following scheme :—

Nature and object of the Higher Standard Departmental Examination.

- (1) Questions of law and practice are to be selected from the whole range

Papers to be set.

of the duties of a Collector and Magistrate, and arranged in two classes: one comprehending important and leading points, in answering which no books shall be allowed; and the other comprehending less general and less common points, in answering which the assistance of books shall be allowed. No guides, digests, or summaries, however, are to be used, but only the original laws, circular orders, and interpretations, with rules relative to different departments printed by authority. The object of this class of questions is to test the Candidate's capacity readily to find the law or practice in the less common points which arise in business. It is not to evoke subtlety or ingenuity, but merely to ascertain whether or not the acquisitions of the person examined are such as to enable him fitly to perform the important functions of a Magistrate and Collector.

- ‡ (2) A Magisterial case is to be selected from those possessing enough of complexity to test the Candidate's ability to master all ordinary difficulties, and especially to test his power of minute attention to, and just appreciation of, evidence. The course laid down in sub-para. 3 of the preceding Rule (14) should be adopted.

- (3) (a) The Candidate is to be examined relative to Revenue administration, and especially the principles of a Survey Settlement, and the rules laid down for the guidance of Revenue Officers in connection therewith. The papers, with and without books, will contain questions on the principles regarding the exemption of improvements from taxation with particular reference to the summary of these principles as given in Volume III of the Survey and Settlement Manual and its Appendices.

§ (b) The Candidate shall be examined in a paper on subjects connected with Revenue Survey and Settlement.

The paper on Survey and Settlement will include questions on the subjects dealt with in—

(1) Volume I, Volume II (Parts I and II) and Volume III (Part III) of the Survey and Settlement Manual ;

\* Revenue Department Circular No. 581, dated 25th January 1899.

† Government Resolution, Revenue Department, No. 4876, dated 16th July 1902.

‡ Government Resolution, Revenue Department, No. 4876, dated 16th July 1902.

§ Government Resolution, Revenue Department, No. 8499, dated 3rd December 1902.

(2) The Land Revenue Code, Chapters VIII, IX and X, and the rules under section 214 of the Code

(1) *Vide* H. V. Satho's annotated edition of the Land Revenue Code.

relating to the provisions of those chapters, together with all recent orders and rulings<sup>(1)</sup> of Government on the subject of Survey and Settlement.

(3) The latest Red Letter Chapter in the General Administration Report of the Bombay Presidency on the character of Land Tenures and System of Survey and Settlements.

(4) Government Resolution No. 2619 of 16th March 1884.

(c) No Assistant Collector serving in the Presidency proper shall be declared to have passed the Higher Standard Departmental Examination until he produces certificates that he has undergone a three weeks' course of instruction in Survey under a Divisional Superintendent of Land Records and Registration and a three weeks' course of instruction in Agriculture under the direction of the Director of Agriculture and has acquired a fair practical knowledge of these subjects.

For the purposes of these courses the text-books to be studied are Volume I, Volume II (Parts I and II) and Volume III (Part III) of the Survey and Settlement Manual and Volumes I and III of Mr. Mollison's text-book on Indian Agriculture; but the instruction will be as far as possible practical and in the field.

(d) No Assistant Collector serving in Sind shall be declared to have passed the Higher Standard Departmental Examination until he produces a certificate of attendance at the Survey Class at Hyderabad.

- (4) The Candidate is to be tested in the Penal Code, the Criminal Procedure Code, the High Court Criminal Circulars (the Sind Courts Criminal Circulars in the case of candidates serving in Sind),\* the Police Acts, the Summary Settlement Acts, the District Municipal Act, the Salt Act, the Watan Act, the Opium Act, the Forest Act, the A'bkari Act, the Bombay Revenue Code, the Local Boards Act, the Bombay Record-of-Rights Act, 1903,† and other Acts and Regulations commonly referred to in practice.
- (5) The Candidate will also be examined in Mr. Field's‡ Law of Evidence in British India, the examination being limited to the part which deals with general principles only, and the Indian Evidence Act and the Indian Contract Act (Nos. I and IX of 1872), the questions in which should be answered without books.§
- (6) The Candidate will be examined in a paper on subjects connected with the Indian Registration Act, the Indian Stamp Act and the Rules laid down thereunder¶ and sections 54 and 59 of the Transfer of Property Act.||

16. The extra paper on Judicial matters described in Rule 8 will consist of questions on the following subjects:—

The Civil Procedure Code.

The Law of Limitations.

\* Government Resolutions, Revenue Department, No. 4160, dated 6th May 1910, and No. 8508, dated 22nd September 1910.

† Government Resolution, Revenue, Department, No. 5744, dated 6th July 1904.

‡ Government Resolution, Revenue Department, No. 7251, dated 13th October 1886.

§ Government Resolution, Revenue Department, No. 2618, dated 31st May 1872.

¶ Government Notification, Revenue Department, No. 7841, dated 16th November 1887.

|| Government Resolution No. 6684, dated 6th July 1907.



The Law of Contracts.

The Law of Evidence.

The Specific Relief Act, the Indian Succession Act, the principles of Hindu Law, and the leading cases decided by the Bombay High Court.

The marks obtained in answering this extra paper will be reckoned towards the Assistant Collector's passing the Departmental Examination, Higher Standard, provided the minimum in all other branches of examination has been duly attained.

#### LOCAL COMMITTEES.

17. On application made one month previous to the ordinary date of an examination, Local Committees will be appointed for the examination of Candidates stationed in the Province of Sind, the Persian Gulf, or Arabia.

18. The Permanent Committee for Departmental Examinations will fix the half-yearly examination days. If local examinations are sanctioned, they must be held on the same days. The Permanent Committee shall prepare beforehand for each examination sets of questions, a sufficient number of copies of each of which sets shall be forwarded to each Local Committee in a sealed packet, not to be opened until the moment of examination. The Permanent Committee shall, subject to the general control of Government, frame rules for the general guidance of the Local Committees in order to insure a fair and uniform method of fixing the degree of attainment upon each point of examination.

19. The Local Examination Committee will consist of the chief Judicial and chief Revenue Officers of the district, the senior of whom shall be President; and the other Members shall consist of one experienced Native Officer from the Judicial, another from the Revenue Branch of the Service, and a third from the Educational Department. When the chief Judicial or chief Revenue Officer is unable to attend, an experienced Assistant or Subordinate will perform his duties as member of the Committee. In Sind, where the examinations will be held at Karachi, the Assistant Commissioner will be *ex-officio* Secretary to the Local Committee, the President and Members of which will be appointed by the Commissioner of that Province.\*

20. (a) The Local Examination Committee will conduct the examinations and, after due deliberation in respect of each Candidate examined, will record the result so far as regards the points on which their report is due, and the President shall transmit the record to the Permanent Examination Committee. The President will be responsible for the fairness, impartiality and proper strictness of the examination. The written answers of the Candidates and the other papers written by them shall be forwarded with the record.

(b) To preserve uniformity of standard in the examinations held by the Permanent Committee and those in Sind, the same Magisterial case will be set to the Sindhi Candidates as is set in Bombay.

*Note.*—The Revenue papers for all Sind Candidates, including Assistant Collectors serving in Sind for the time being, will be prepared under the orders of the Commissioner in Sind and the marks for the replies assessed by the Local Committee.

(c) All papers set by Members of the Permanent Committee, and the answers to which are to be examined and marked by such Members, will be sent under sealed cover to the Secretary to the Local Committee, who will return under sealed cover the answers to the Secretary to the Permanent Committee for assessment of the marks, and the decision whether a Candidate has or has not passed will rest with the Permanent Committee.

21. The Permanent Examination Committee shall report to Government the names of such Candidates as have successfully passed.

\* Government Resolution, Revenue Department, No. 392, dated 9th July 1881.

## HINDUSTANI AND VERNACULAR EXAMINATIONS:

22. Examinations in Hindustáni, Maráthi, Gujaráti and Kánarese should be held by the Civil and Military Examination Committee and examinations in Sindhi and Arabic should be held by the Local Committees at Karáchi and Aden respectively.

Conduct of examinations in Hindustani and Vernacular languages.

23. The Civil and Military Examination Committee will meet on the first Monday in every month to conduct examinations in Hindustáni, Maráthi, Gujaráti and Kánarese. Should the first Monday of a month fall on one of the Gazetted holidays, the examination will be held on the following Monday or, if that is also a Gazetted holiday, on the next working day thereafter.

Note.—The term "Gazetted holidays" should be held to mean—

(1) Holidays prescribed or notified under section 25 of the Negotiable Instruments Act, 1881.

(2) Holidays on which, by Government Notification in the *Gazette*, any public office is ordered to be closed for the transaction of public business without reserve or qualification. The term does not include local holidays which may be granted at the discretion of Heads of Offices, provided that there are no arrears of work, nor such merely permissible or discretionary holidays as the last Saturday of each month.

Assistant Collectors desirous of attending the examinations should send in their applications to the Committee through the Head of their Department at least 15 days before the date of examination. When an Assistant Collector who has been granted permission does not propose to avail himself of such permission he should intimate his change of mind to the Civil and Military Examination Committee at least 7 days before the date of examination so as to save unnecessary trouble to the examiners.

The Local Committee at Karáchi will meet for examining candidates in Sindhi whenever directed by the Commissioner in Sind to do so.

A candidate who fails in the examination will not be allowed to present himself again for a period of two months.

Standard of the examinations in Hindustáni and Vernacular languages. 24. The examination in Hindustáni shall contain the following exercises:—

	Marks.
(1) Translation <i>virá voce</i> into English from a fairly written Hindustáni letter or petition ... ..	50
(2) Written translation into Hindustani from an ordinary English narrative or from a letter or petition or a Government order or regulation ... ..	100
(3) Conversation on ordinary subjects, including commercial, revenue and magisterial matters, to test the candidate's capability of understanding and making himself understood in a conversation on such subjects ... ..	100
Total ...	250

Note.—A candidate who obtains 60 per cent. of the aggregate marks (*i. e.* 150) will be considered to have passed the examination.\*

Examinations in the vernacular languages (*viz.*, Maráthi, Gujaráti, Kánarese, Sindhi and Arabic) should be according to the standard shown below:—

	Marks.
1. Translation from English ... ..	100
† 2. Translation into English of a vernacular passage and writing a summary in English of vernacular papers read out to the candidate ... ..	100
3. Reading and explaining Native papers, and conversation (in cases of local examination according to report of Local Committee) ... ..	150

Note (1).—A candidate who obtains 60 per cent. of the aggregate marks will be considered to have passed the examination, and a candidate who obtains at least 75 per cent. of the aggregate marks will be considered to have passed the examination with credit.

\* Government Resolution, Revenue Department, No. 3885, dated 9th April 1912

† Government Resolution, Revenue Department, No. 4876, dated 16th July 1902.

*Note (2).*—The papers for translation from English and into English will be of a general literary character while the *vidæ voce* examination will be devoted to subjects more immediately connected with the Department in which the candidate is serving. The test in the vernacular examinations will be comprehensive and strict as regards conversation, reading and understanding vernacular papers, and comparatively mild as regards translation from English and vernacular.

*Note (3).*—To preserve uniformity of standard in the examinations held by the Civil and Military Examination Committee and those held by the Local Committees at Karachi and Aden, the papers for translation into Sindhi will be set by the Civil and Military Examination Committee and marked by the Local Committee at Karachi, and the written exercises for candidates in Arabic at Aden will be set and marked by the Civil and Military Examination Committee. In both cases the *vidæ voce* examination will be conducted and the marks assessed first by the Local Committees.

## APPENDIX.

## LOWER STANDARD.

	Marks.
1. (a) Judicial Questions to be answered with books ...	} 150
(b) Judicial Questions including questions on the Indian Evidence Act, to be answered without books ...	
2. Magisterial Case ...	50
3. Revenue Questions ...	150
4. (a) Paper of questions on Treasury and Local Fund Accounts (with books) ...	75
(b) <i>Vidæ voce</i> in Revenue Accounts ...	75
Aggregate Marks ...	500

## HIGHER STANDARD.

	Marks.
1. Judicial Questions, to be answered with books ...	75
2. Judicial Questions, including questions on the Indian Evidence Act and the Indian Contract Act, to be answered without books.	75
3. Mr. Field's Law of Evidence in British India ...	100
4. Questions on subjects connected with the Indian Registration Act, the Stamp Act and the rules laid down thereunder and sections 54 and 59 of the Transfer of Property Act ...	100
5. Magisterial Case ...	50
6. Revenue Questions with books ...	150
7. Do. without books ...	150
8. Paper on Revenue Survey and Settlement matters ...	100
Aggregate Marks ...	800
<i>Add</i> —Extra Judicial Paper ...	150
	950

*Note 1.*—(a) A Candidate who obtains at least one-half of the marks under each head and at least 60 per cent. of the aggregate in the subjects offered in the examination will be considered to have passed unless the Permanent Committee for special reasons reported see fit to rule otherwise.

(b) A Candidate who obtains at least 75 per cent. of the aggregate marks obtainable will be considered to have passed the examination *with credit*.

*Note 2.*—The following are the heads under which the subjects of examination are arranged, each head being considered as one subject when calculating the minimum marks entitling a candidate to pass:—

*In the Lower Standard.*

- I.—Judicial, Nos. 1 and 2.
- II.—Revenue, No. 3.
- III.—Accounts, No. 4.

*In the Higher Standard.*

- I.—Judicial, Nos. 1, 2, 3, 4 and 5.
- II.—Revenue, Nos. 6 and 7.
- III.—Revenue Survey and Settlement, No. 8.

*Note 3.*—\*Any Candidate for the Lower or the Higher Standard Departmental Examination who obtains the minimum qualifying marks out of the aggregate total for all the subjects

\* Government Resolution, Revenue Department, No. 8464, dated 2nd November 1904.

and passes in all the subjects but one will not be obliged to present himself again for examination except in the subject in which he may have failed, but he will not be declared to have fully passed until he has successfully undergone examination in every subject : provided that the Candidate must, in order to have the benefit of this rule, pass in the one subject in which he may have failed not later than at the next ensuing general examination, and he may apply to be examined in it at any time within three months after the date of declaration of his having failed in it. The Candidate will then be examined in that subject at such place as Government may direct and if being a Candidate at the Lower Standard Departmental Examination he passes he will be entitled to appear for the Higher Standard at the next ensuing General Examination.

## SECTION II.

\* RULES FOR THE ENCOURAGEMENT OF THE STUDY OF ORIENTAL LANGUAGES  
AMONG THE JUNIOR MEMBERS OF THE BOMBAY CIVIL SERVICE.

Former rules cancelled.

1. The rules published in the *Bombay Government Gazette* of the 23rd July 1868, Part I, pages 682-3, are cancelled.

Standards of examinations and donations.

2. The standards of examinations and donations to be given to successful candidates will be as follows :—

				Rs.		
Higher Standard.	{	Arabic	...	...	800	
		Sanskrit	...	...	800	
		Persian	...	...	800	
High Proficiency.	{	Maráthi	...	...	1,500	} With certificate from the Presiding Examiners.
		Gujaráti	...	...	1,500	
		Kánarese	...	...	1,500	
		Sindhi	...	...	1,500	
		Persian	...	...	2,000	
		Arabic	...	...	2,000	
		Sanskrit	...	...	2,000	
Degree of Honour.	{	Maráthi	...	...	3,000	} With diploma from the Government of India.
		Gujaráti	...	...	3,000	
		Kánarese	...	...	3,000	
		Persian	...	...	5,000	
		Arabic	...	...	5,000	
		Sanskrit	...	...	5,000	

3. No Civil Servant will be permitted to present himself for examination by two standards of the *same* language simultaneously, but he may have the option of competing for the higher examinations in any languages without first undergoing any inferior test.

Candidates not to appear simultaneously for any two standards.

4. No Civil Servant will ordinarily be permitted to appear more than twice as a candidate at any examination; but, if a special recommendation be made by the Examiners, a candidate will be allowed to appear a third time.

Candidates not to appear more than twice.

5. No Civil Servant will be allowed any pecuniary reward for passing the Higher Standard and High Proficiency Examinations after the expiration of ten and fifteen years, respectively, counted from the date of his first arrival in India. No exception to this rule will be made on account of leave or any other cause. Civil Servants may be permitted to attend the examinations after the expiration of the periods specified in this rule, but no reward will be granted to them if they pass; and their leave must be limited to such time as may be necessary to enable them to attend the examination, and no extra expense must under any circumstances be caused to the State. In such cases it will be within the competence of the Local Government to refuse applications for permission to attend any particular examination when compliance with such applications would involve inconvenience to the public service. Civil servants who pass the examinations after the expiration

Time within which candidates can appear for examinations.

\* Government Resolutions, Revenue Department, No. 1091, dated 31st January 1907, and No. 8902, dated 26th September 1912.

of the periods specified will be entitled, however, to the usual certificate declaring the successful result of the examination. In the case of an examination for the Degree of Honour Standard there shall be no limit of time and an officer will be permitted to earn a reward by passing this examination at any time within the period of his service.

Candidates passed under former rules not allowed to appear.

6. Civil Servants who may have passed examinations under any former rule shall not be eligible to compete at corresponding examinations in the same language or languages under these rules.

7. Civil Servants who are Natives of India, and who have entered the Service either by competition in England or by appointment under the Statutory Rules, shall not receive the donations prescribed in these rules when such Native Civilians pass in the vernacular of the district in which they were born or educated, Government determining in each case what languages come within this definition. Probationers under the Statutory Rules shall not be allowed to appear at these examinations.

\* 8. The Civil and Military Examination Committee will meet on the first Monday in every month to conduct examinations according to the Lower, Higher, High Proficiency and Degree of Honour Standards. Examinations in Persian, Arabic and Sanskrit will however be held only quarterly on the first Monday in January, April, July and October. The Committee will also hold special meetings whenever directed to do so, either by His Excellency the Governor or the Lieutenant-General Commanding the Forces, Bombay, for the examination of any candidate or candidates who cannot attend during the regular monthly or quarterly sittings. Should the first Monday of a month fall on one of the gazetted holidays the examinations will be held on the following Monday or, if that is also a gazetted holiday, on the next working day thereafter. Civil Servants desirous of attending examinations must apply for leave to do so at least three months before the date of examination. When a Covenanted Civilian who has been granted permission to appear for examination does not purpose to avail himself of such permission, he should intimate his change of mind to the Civil and Military Examination Committee at least ten days before the date of examination so as to save unnecessary trouble to the examiners.

NOTE I.—The term "Gazetted holidays" should be held to mean—

- (1) Holidays prescribed or notified under section 25 of the Negotiable Instruments Act, 1881.
- (2) Holidays on which, by Government Notification in the Gazette, any public office is ordered to be closed for the transaction of public business without reserve or qualification. The term does not include local holidays which may be granted at the discretion of heads of offices, provided that there are no arrears of work, nor such merely permissible or discretionary holidays as the last Saturday of each month.

NOTE II.—The officers named below are authorized to sanction applications for leave to attend examinations in the case of officers subordinate to them who have not exceeded the limits of time laid down in rule 5:

The Commissioner in Sind,  
 The Commissioners of Divisions,  
 The Commissioner of Customs, Salt, Opium and Abkari,  
 The Settlement Commissioner and Director of Land Records,  
 The Director of Agriculture and of Co-operative Credit Societies,  
 The Collector of Bombay,  
 The Political Resident, Aden,  
 The Agent to the Governor, Káthiáwár,  
 The Political Agent, Kolhápúr and Southern Marátha Country,  
 The Political Agent, Mahi Kántha,  
 The Political Agent, Pálanpur,  
 The Honourable the Chief Justice, High Court. (as regards the District Judges and Assistant Judges),  
 The Inspector-General of Police,  
 The Inspector-General of Prisons,  
 The Judicial Commissioner of Sind,

\* Government Notifications, Revenue Department, No. 3439, dated 2nd April 1908, and No. 5206, dated 30th May 1911.

Subjects of examinations by the Higher Standard. 9 (A).—The following are the subjects of examination for the Higher Standard in Sanskrit and Persian:—

(a) Construing, with readiness and accuracy, from the undermentioned books:—

Sanskrit	...	...	Riju Patha,
Persian	...	...	{ 1. A selection from the "Tarikh-i-Sasaniyan." 2. A selection from the "Safar Nama-i-Shah-i-Iran." 3. "Narrative of Mrs. Hortestet" translated by Itimad-us-Sultana.

NOTE.—The three Persian selections are bound in one volume entitled the "Hadiqa-yi-Fasahat."

(b) Translating accurately, and with correctness of idiom and grammar, not less than half an ordinary octavo page of plain English into the language in which the examination is held.

(c) Reading manuscripts fairly, and translating them readily and correctly. These manuscripts may be selected from the proceedings of a case in court, from reports or petitions addressed to Civil or Military authorities, from letters passing in the ordinary course of business, or from private correspondence. They should not be written with the clearness of a printed book, nor yet in a very cramped or crabbed hand, but in such a manner as fairly and honestly to represent the written characters generally employed.

(d) *Viva voce* translation into the language of a paper of English sentences, and (in Persian only) conversing in the examiner's presence with a native of Persia, with fluency and with such correctness of pronunciation, grammar and idiom as to be at once intelligible. In Sanskrit the colloquial test will be omitted.

9 (B).—The following are the subjects for the Higher Standard examination in Arabic:—

(a) Translation from English into Arabic (written);

NOTE.—This translation should be marked with the vowel points.

(b) *Viva voce* translation into Arabic of a letter on a simple subject;

(c) *Viva voce* examination in the prescribed text-book (Ar-Rauzatu-z-Zakiya);

(d) Reading and translating an Arabic manuscript of moderate difficulty selected as in rule 9 [A] (c) above;

(e) Conversation of a simple character in Arabic with an Arab.

10. The following are the text-books prescribed for the High Proficiency examination. In Persian half the passages for translation will be selected from the listed works and half from works of a similar standard of difficulty:—

Subjects for the High Proficiency examinations.

* Maráthi	...	...	{ (a) Prose— 1. <i>Mahádji Shinde Yáanche Charitra</i> by Mr. Natu. 2. <i>Gad ála pan sinh gela</i> by Mr. H. N. Apte. (b) Poetry— The following selections from the Navanit:— 1. <i>Harischandrákhyán</i> by Mukteshwar. 2. <i>Akroordgaman, Abhimanyu Vadh</i> and <i>Shriyáti Charitra</i> by Shridhar, and 3. <i>Gopichandákhyán</i> by Mahipati.
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Gujarati* ...	...	{ <i>Prose</i> — 1. <i>Karanghelo</i> by Nandshankar ; 2. <i>Bhatnun Bhopalun</i> ; and } By Navarám. 3. <i>Akbar ane Birbat</i> . { <i>Poetry</i> — 1. <i>Nalákhya</i> n by Premánand. 2. <i>Padmaváatini Várta</i> by Shámal as in Mahipatrám Ruprám's <i>Kávyá Dohan</i> (Government edition).
Kánarese* ...	...	{ <i>Prose</i> — 1. <i>Katha Sangraha</i> , Parts II and III (Extracts from <i>Shiv Purán</i> and <i>Mahábhárat</i> ). { <i>Poetry</i> — 1. <i>Torava Rámáyana</i> , Sandhis XVI and XVII of Bálkánda.
Sindhi ...	...	{ Sindhi Version of Johnson's <i>Rasselas</i> by Mr. Keshori. Translation of Hunter's <i>History of India</i> . { Shah-jo Rasálo.
Arabic ...	...	{ <i>Nafhat-ul-Yaman</i> . { Selections from <i>Alif Laila</i> .
Sanskrit ...	...	{ <i>Hitopadesha</i> . { First nine cantos of <i>Raghuvansa</i> (expurgated edition by Iswara Chandra Vidyásagar).

Persian ...	...	{ <i>Prose</i> — <i>Gulistán</i> . <i>Siyahat-Nama-i-Ibrahim Beg</i> . <i>Háji Bába Ispáhani</i> . <i>Asar-i-Ajam</i> . Autobiography of the Amir Abdur Rahman. Malcolm's <i>History of Persia</i> (Mirza Hairat). <i>Mukalama-i-Saiyyat-i-Irani</i> . { <i>Poetry</i> — <i>Diwan-i-Andalib</i> . <i>Diwan-i-Sarkhush</i> (official edition). { <i>Newspapers</i> — <i>Ittilá</i> . <i>Iran</i> .
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*List of grammars recommended.*

Modern Persian Colloquial Grammar by Dr. Fritz Rosen.  
 Modern Persian Conversation Grammar (with key) by  
 the Rev. W. St. Clair Tisdall.  
 Grammar of the Persian language by John T. Platts.

(a) Translating *vidá voce* with readiness and accuracy from the prescribed text-books and answering questions arising out of the passages in which the candidate is examined.

(b) Written translation into English of a previously unseen passage in narrative style selected from the current literature of the day.

NOTE.—This rule does not apply to Sanskrit. The passages set for translation from Arabic and Persian into English will not necessarily be in narrative style.

(c) Written translation, with accuracy of idiom and neatness of expression into the language in which the examination is held, of an English paper in narrative style.

NOTE.—The translations into Arabic should be marked with the vowel points.

(d) Written translation of a paper of idiomatic sentences in English into the language.

NOTE.—The translations into Arabic should be marked with the vowel points.

(e) Conversation in the language (except in Sanskrit). In this portion of the test the candidate will be expected to converse freely and fluently on general subjects.

\* Government Resolution, Revenue Department, No. 6562, dated 15th July 1912.

NOTE.—In the case of Arabic and Persian the candidate must exhibit a competent knowledge of the modern spoken idiom. Candidates in Arabic will be required to converse with an Arab speaking pure Arabic. In the case of Persian the conversation may be with a native of Shiraz, Teheran or Gilan.

(f) Reading and translating at sight a manuscript in the language.

(g) *Vivá voce* translation at sight into the language of a paper in English placed before the candidate. This translation as it is made will be written by a munshi as dictated by the candidate who will be permitted to correct his translation when completed upon its being read out to him by the examiner. The time occupied in this exercise will be taken into account in awarding marks.

(h) A paper of grammatical questions.

Subjects for the Honour examinations.

11. The following are the subjects for the Honour examination :—

Maráthi*	...	...	<p><i>Prose—</i></p> <ol style="list-style-type: none"> <li>1. <i>Bháratamrit</i>, Part I, <i>Sabháparva</i> and <i>Vanapurva</i>, by Balvant Trimbak Dravid.</li> <li>2. <i>Shri Rámcharitra</i> by C. V. Vaidya.</li> <li>3. <i>Amchya Ayushyátil Kánhi A'thavni</i> by Mrs. Ramábái Ránade.</li> <li>4. <i>Dharmapara Vyákháne</i> by the late Mr. M. G. Ránade.</li> <li>5. <i>Shri Shankar Digjaya Náatak</i> by Balvant Pándurang Kirloskar.</li> <li>6. <i>Uttarnaishadha Charit</i> by the late Mr. Waman Abaji Modak.</li> </ol> <p><i>Poetry—</i></p> <ol style="list-style-type: none"> <li>1. <i>Dnyándevas Dnyáneshwari</i>—Extracts from the 12th and 13th Adhyáyás as given in the Navanit, edition of 1910.</li> <li>2. Moropant's <i>Kekávali</i>, 121 <i>shlokas</i> in all (Nirnaya Ságar Press edition).</li> <li>3. Váman Pandit—Selections as given in the Navanit edition of 1910, pp. 96—143.</li> <li>4. Rámdás—<i>Dásbodh</i>, 1st and 2nd Dashakás, Dhulia edition 3rd, Shri Átmárám Press, Dhulia.</li> <li>5. Raghunáth Pandit—<i>Nala Damayanti Swayamvar-ákhyan</i>, as given in the Navanit edition of 1910, pp. 381—410.</li> </ol>
Gujarátí*	...	...	<p><i>Prose—</i></p> <ol style="list-style-type: none"> <li>1. <i>Sarasvati Chandra</i>, Parts I and II, by Govardhan M. Tripathi.</li> <li>2. <i>Shakuntal Náatak</i>, Zaverilal Yajnik's edition.</li> </ol> <p><i>Poetry—</i></p> <ol style="list-style-type: none"> <li>1. Dayárám—Miscellaneous pieces, <i>garbis</i> and <i>pads</i>, Narmadáshankar's edition.</li> <li>2. <i>Kárya Dohan</i> (Mahipatrám Ruprám's edition, pp. 151 to 490).</li> </ol>
Kánarese*	...	...	<p><i>Prose—</i></p> <ol style="list-style-type: none"> <li>1. <i>Mudrámanjusha</i>.</li> </ol> <p><i>Poetry—</i></p> <ol style="list-style-type: none"> <li>1. <i>Basava Parana</i>, Sandhis I to IX.</li> <li>2. <i>Inimini Rharat</i> Sandhis I to V.</li> </ol>

**ADDENDA to the Revised Compilation of Rules relating to the Examinations of Assistant Collectors and other Officers.**

In paragraph 11, Subjects for the Honour examinations, insert the following between Kánarese and Arabic, on page 14 :—

Sanskrit	...	...	<p>1st and 2nd Adhyáyás of the 1st Ashtak of the Rig-Ved Sanhita.</p> <p>Cantos I to VI and XI to XVIII, inclusive, of the expurgated edition of the Kirátárjuniya of Ishvar Chandra Vidyáságar.</p> <p><i>Shakuntala Náatak</i>.</p>
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The Degree of Honour test in Persian will comprise the whole range of the language, and a knowledge of the classical as well as of the modern language will be demanded of the candidate.

The following works are recommended for study :—

*Prose*—

Nasikh-t-Tawarikh, Volumes I and X.  
Miraju-s-Saadat.  
Safar Nama-i-Shah-i-Iran.  
Akblaq-i-Jalali.  
Shamsa-wa-Qahqaha.  
Durra-i-Nadiri.  
Waq'a-i-Namat Khan-i-Ali.  
Akbar Nama.

Persian

*Poetry*—

Diwan-i-Hafiz.  
Qasaid Qa'ani (official edition).  
Shah Nama.  
Muntakhab-i-Shaibani.

*Prosody and Rhetoric*—

Hadaiqu-l-Balaghat.  
*Rhetorique et Prosodie.*

*Newspapers*—

Ittila'.  
Iran.  
Habl-i-Matin.

*List of grammars recommended.*

Modern Persian Colloquial Grammar by Dr. Fritz Rosen.  
Modern Persian Conversation Grammar (with key) by the Rev. W. St. Clair Tisdall.  
Grammar of the Persian language by John T. Platts.

(a) A written examination in the prescribed books, the papers set in which will include questions in grammar (including philology) and prosody. In Persian half the passages for translation will be selected from the listed works and half from works of a similar standard of difficulty.

(b) Written translation into English of difficult unseen passages in prose.

NOTE.—The passages will, in all languages except Sanskrit, be selected from the current literature of the day.

(c) Written translation into English of difficult unseen passages in verse.

(d) Translating into the language a difficult passage (or passages) in English with such accuracy, elegance and idiomatic excellence as shall show eminent proficiency in the language.

NOTE.—The translations into Arabic should be marked with the vowel points.

(e) Conversing with accuracy and fluency (except in Sanskrit).

NOTE.—In the case of Arabic the candidate will be expected to converse with an Arab speaking pure Arabic. In the case of Persian the conversation may be with a native of Shiraz, Teheran or Gilan.

(f) Reading and translating at sight a difficult manuscript in the language.

(g) *Viva voce* translation at sight into the language of a paper in English placed before the candidate. This translation as it is made will be written by a munshi as dictated by the candidate who will be permitted to correct his translation when completed upon its being read out to him by the examiner. The time occupied in this exercise will be taken into account in awarding marks.

NOTE TO RULES 9 @ 11.—An important part of the Higher Standard, High Proficiency and Degree of Honour Examinations in Persian consists of testing the ability of candidates in reading and translating manuscripts fluently. The candidates have hitherto been hampered in preparing themselves for this portion of the examination by the difficulty of obtaining satisfactory specimens of Persian correspondence. With a view to remove this difficulty the Government of India have obtained specimens of correspondence from Teheran and Bushire, which they have caused to be reproduced by photostadiography. These specimens can be obtained on application to the following officers :—

The Secretary to the Board of Examiners, Calcutta.  
The Secretary to the Board of Examiners, Madras.  
The Secretary to the Civil and Military Examination Committee, Bombay.

12. The Honour Examination will be of a searching nature, and the exercises, both oral and written, must be performed with such excellence as distinctly to establish a claim to eminent proficiency.

Nature of the Honour examinations.

13. Successful candidates for the Degree of Honour shall be arranged in two divisions according to the number of marks obtained. For the first division 80 per cent. of the marks must be obtained in all subjects, and not less than 60 per cent. in any one paper; for the second division 60 per cent. must be obtained in all subjects, and not less than 45 per cent. in each paper. The reward and diploma will be granted only to those passing in the first division, and their names only will be published in the *Gazette of India*. Those passing in the second division will be deemed to have passed for the purposes of leave and travelling allowance rules, but they will not be allowed the benefit of those rules on a second occasion, should they elect to compete again for the reward of a Degree of Honour.

Standard of the Honour examinations.

Application of rules to other officers.

14. The foregoing rules apply to—

- (A) Military officers in permanent Civil employ serving in the Bombay Presidency.
- (B) All officers of the Political Department of the Government of Bombay, including Military officers in permanent Political employ, who will be eligible for rewards for passing examinations in the vernacular languages spoken in the Agency in which they are serving. In the case of Military officers in permanent Political employ the limit of time specified in Rule 5 within which an officer can earn a reward for passing the Higher Standard and High Proficiency Examinations respectively may, for special reasons, be extended by Government on recommendation of the Political Agent under whom the officer is serving.
- (C) Gazetted Police Officers not being Natives or Statutory Natives of India, so far as the rules relate to the High Proficiency Examination in vernacular (but not classical) languages, subject to the following provisions:—
  - (a) that Police Officers shall be eligible for rewards only for passing the examination in the vernacular languages of the Bombay Presidency;
  - (b) that in the case of officers appointed in India the period within which the examination must be passed in order to entitle them to the grant of pecuniary reward shall be counted from the date of their first appointment.

15. The following Articles 279 to 283 of the Civil Service Regulations, Fifth Edition, regulate the grant of leave to enable officers to appear at examinations:—

Leave to appear at examination.

279.—In cases not specially provided for in this section, permission to appear at an optional examination prescribed by Government in any of the Oriental languages carries with it the grant of joining time (excluding the time allowed for preparation) to and from the place of examination, besides leave for the day or days of examination.

280 (a).—A candidate for a reward by the Higher Standard in Arabic, or High Proficiency in Arabic or Persian, may be allowed either (i) leave for one month before the examination, and, if he passes, for another month after it, or, (ii) if he undertakes to spend it in study under professional tuition at a Presidency town, the whole period of two months before the examination.

(b) An officer who is a candidate for the Degree of Honour in Arabic or Persian may be allowed either leave for two months under

clause (a), or, if he leaves India for study, leave for four months to Persia for Persian, or for six months to Arabia, Mesopotamia, Egypt, or Syria for Arabic. Officers of the Political Department of the Government of India may be granted this leave even when they are candidates only for the Higher Standard or High Proficiency test in Arabic or Persian.

NOTE.—[Leave under clause (a) or (b) is not admissible more than once; nor can such leave be combined.]

(c) Privilege leave may not be granted in continuation of the month's leave after examination admissible under clause (a), but otherwise leave under this Article may be combined with privilege leave, provided that privilege leave prefixed to leave under clause (b) must be spent in, or in travelling to, one of the countries mentioned in the clause.

(d) An officer on leave under this Article has a lien on his appointment, substantive or officiating, and is entitled to leave allowances, as if he were on privilege leave, for an aggregate maximum period of twelve months.

NOTE.—[An officer serving in a department in which regular vacations are allowed is entitled, during examination leave, to a leave allowance equal to the salary which he would receive if he were on duty in the appointment on which he has a lien.]

281.— \* \* \* \* \*

NOTE.—[Leave granted under Articles 280 and 281 covers the whole period of absence from regular duty including the day or days of examination and the time spent in proceeding to and from the place of examination. The leave cannot be taken in instalments.]

282.—Except as provided in Articles 280 and 281, no kind of leave, except furlough on medical certificate, may be granted in continuation of examination leave.

283.—The rules in this section apply to Military officers subject to the Military Leave Rules serving in any Civil Department other than the Public Works, Railway, the Survey of India and Forest Departments, to which Departments they are not applicable.

## CHAPTER II.

### *\* Revised Rules for admission to, and promotion in, the Bombay Provincial Civil Service.*

I.—The Bombay Provincial Civil Service shall be open to all subjects of His Majesty and of a Native State or Prince in India under the Suzerainty of His Majesty, who have resided for not less than three years before the date of appointment within the limits of the Bombay Presidency or of States under the political control of His Excellency the Governor in Council: Provided that, in the case of a European not coming within the definition of Native of India contained in section 6 of 33 Victoria, Chapter 3, the previous sanction of the Government of India must be obtained to his appointment to the service, and that of the Secretary of State to his appointment to a listed post.

II.—The service is divided into two branches—the Executive and the Judicial. The Executive Branch is sub-divided into the Upper Division, including Deputy Collectors, and the Lower Division, including Mamlatdars and District Inspectors of Land Records in the Presidency proper. In the Upper Division of the Executive Branch there are about 85 appointments, in the Lower Division about 197 appointments, and in the Judicial Branch about 132 appointments as may be notified from time to time, of which about 24 in the Executive Branch, Upper Division, and about 17 in the Judicial Branch will be localised in Sind.

NOTE.—Admission of Mamlatdars to the Provincial Civil Service shall not *per se* give them any claim for promotion to the rank of Deputy Collectors, such promotion being made by Government rigidly by selection as heretofore.

\* Government Resolutions, Revenue Department, No. 1112, dated 2nd February 1912, No. 7089, dated 31st July 1912, and No. 10060, dated 30th October 1912.



(ii) as to the University degrees or other educational distinctions gained by them ;

(iii) as to their proficiency and conduct in the shape of certificates from the heads of such educational institutions as they may have attended, provided that a candidate who has attended a college must produce a certificate from the Principal of such college.

V.—Every selected candidate will be required to satisfy Government, after a special medical examination to be conducted by the Medical Board of the Presidency, that he is in all respects physically fitted for the performance of the duties required of an officer holding any appointment in this division of the Executive Branch of the Provincial Service.

VI.—Every probationer appointed by selection under Rule III (a) will be required to go through the course of equitation and obtain the certificate of proficiency, and to pass the tests prescribed for Junior Members of the Indian Civil Service, *viz.*, the Lower and Higher Standard Departmental Examinations, including an examination in the language of the district to which he is posted. The Collector of the district to which he is appointed will afford him every necessary facility for acquiring a thorough insight into his duties. Except for special reasons such probationer will not receive permanent charge of a *táluka* nor be invested with Magisterial powers until he shall have passed the Departmental Examination, Lower Standard. After the period of two years prescribed such probationer will ordinarily be appointed to the first vacancy occurring in the cadre of Deputy Collectors. His pay will be—for the first year of the probationary period—Rs. 150 per mensem, then until he passes the Departmental Examination, Higher Standard, Rs. 175 per mensem, and after that Rs. 200 per mensem, until he obtains a substantive appointment in the Provincial Service.

*Notes.*—In any case in which the vernacular of the district to which a probationer may be appointed is his own language, he is not required to pass in that vernacular.

#### EXECUTIVE BRANCH, LOWER DIVISION.

##### *Presidency Proper.*

VII.—Vacancies in this branch will ordinarily be filled by selection from qualified members of the Subordinate Revenue Service, Upper Branch, on consideration of merit, seniority and public expediency. Not less than one-half of the appointments will be reserved for persons specified in rule 4 (a) of the rules for the Subordinate Revenue Service (Upper Branch), sanctioned in Government Notification No. 6970, dated 4th August 1910. Appointments and promotions will be made by Commissioners of Divisions. Promotion to the second and first grades of *Mámlatdárs* will be given more in consideration of proved merit and capacity than of seniority.

VII-A.—The Commissioners are empowered to sanction, at their discretion, for special reasons or to meet special emergencies, appointments and promotions otherwise than in accordance with the above rule.

#### JUDICIAL BRANCH.

##### *Presidency Proper.*

VIII.—No candidate will be appointed to the Judicial Branch whose age

*Qualification.*  
*Note.*—The provision in this rule to the effect that no posts in Government service in any Department except the qualifying ones referred to in clauses (c) and (d) of the rule should be held to exempt a candidate for appointment to the Judicial Branch from the operation of the limit of age of thirty years laid down in the rule will not have retrospective effect previous to 22nd May 1905."

is less than 21, or, unless he is already in permanent and pensionable Government service and is holding one of the posts (other than an honorary one) referred to in clauses (c) and (d) of this rule, more than 30 years, and who has not qualified for a Subordinate

Judgeship under section 22 of the Bombay Civil Courts Act, 1869, as amended by the Bombay Civil Courts Act Amendment Act, 1895,

and either

(a) been in full and continuous practice for three years as an Advocate, Vakil or Pleader in a Civil Court;

or

(b) served for three years as Honorary Assistant under the Government Pleader in the High Court or in a District Court;

*Note.*—The Legal Remembrancer will, upon application, assign qualified persons as Honorary Assistants to Government Pleaders.

or

(c) served with approval for three years (i) as a salaried Interpreter in the High Court or the Presidency Small Cause Court, or (ii) as Clerk of the Court, Head Clerk, Shirastedár, Deputy Shirastedár, Názir or First Assistant to the Registrar or as Honorary Assistant under the Registrar or Clerk of the Court in any of the Courts marginally noted or (iii) as clerk in an office of Government where legal knowledge in one or more clerks is ruled by Government to be indispensable, such office or officers and the number of clerkships which qualify being notified from time to time;

High Court.  
Presidency Small Cause Court.  
District Court.  
Subordinate Court or Provincial } at a Sadar  
Small Cause Court. } Station.

*Note.*—(1) Qualified persons desiring to be employed in a Civil Court should apply to the Registrar of the High Court or the Chief Judge of the Presidency Small Cause Court or the District Judge, as the case may be.

*Note.*—(2) Persons employed as clerks in an office under the last clause will on engagement receive from the head of the office a certificate that they have been engaged for service in an appointment where legal knowledge is required and that their services in the office will qualify for Subordinate Judgeship.

or

(d) exercised with approval magisterial powers for three years while holding office as Mámlatdár or Head Kárkún;

or

(e) performed successively for a continuous period of three consecutive years more than one of the duties specified in clauses (a), (b), (c) and (d).

Where the candidate has acquired a qualification under section 22 of the Bombay Civil Courts Act, 1869, as amended by the Bombay Civil Courts Act Amendment Act, 1895, otherwise than by practising for three years as an Advocate or Vakil of the High Court, the period spent in performing the duties specified in clauses (a), (b), (c) and (d) must be wholly subsequent to the acquisition of such qualification.

IX.—Every candidate for appointment shall submit his application to the Private Secretary to His Excellency the Governor accompanied by proofs of nationality and age similar to those required by Rule IV (e) and by certificates—

(a) that he is physically fit for the service of Government;

(b) that he is of good moral character;

(c) that he has such a knowledge of one of the vernacular languages of the Presidency—Gujaráti, Maráthi or Kánarese (or of Hindustáni)—as enable him to speak, read, write and translate with facility from the written character into English and *vice versa*.

*Note.*—The certificate mentioned in (a) must be signed by a Civil Medical Officer or by a Medical Officer in charge of a Civil station in the case of candidates residing in the mofussil, and by the Presidency Medical Board in the case of the candidates residing in the Presidency town: and those mentioned in (b) and (c) may be signed by a District Judge, by the Chief Judge of the Court of Small Causes at Bombay, by the Principal of a College or other institution recognised by the University of Bombay, by a professor of the Government Law School, by the Chief Judicial, Executive or Political Officer of the British Government in a district outside the limits of the Bombay Presidency, or in a Native State, or by the Registrar of the High Court.

X.—In making appointments from among candidates qualified under clauses (c) and (d) of Rule VIII, His Excellency the Governor in Council will be guided in his selection solely by regard to the special merits of the candidates; in other cases he will, except when it may for special reasons seem to him desirable to follow some other course and except as hereinafter provided, select from among the candidates whose certificates are satisfactory, in order, according to the dates on which they severally obtained the degree of LL. B., or passed the examination prescribed by the High Court under section 22 of Act XIV of 1869, or were enrolled as Advocates or Vakils of the High Court: Provided that—

(1) any candidate who refuses any appointment, substantive or acting, that may be offered to him, shall lose his claim to the next three vacancies;

(2) any candidate who has passed an examination before the Civil and Military Examination Committee in any of the three vernacular languages—Maráthi, Gujaráti or Kánarese—other than his own, shall obtain priority over other candidates, not having so passed, who became qualified in the same year under section 22 of Act XIV of 1869.

*Note.*—Government servants who have passed the High Court Pleader's or the LL.B. Examination and desire to qualify under the above clause for a Subordinate Judgeship may pass an examination in vernacular language before the Civil and Military Examination Committee with the previous permission of Government.

XI.—Except in special cases in which His Excellency the Governor in Council may otherwise order, every candidate will be appointed to the lowest grade of Subordinate Judges of the Second Class, and the appointment will be conditional on his passing, within two years, in one of the three vernacular languages other than his own, specified in Rule X (2), if he has not done so before appointment.

XII.—No candidate will be appointed to the Judicial Branch in Sind—

(1) whose age is less than 21 or, unless he is already in permanent and pensionable Government service and is holding one of the posts referred to in clause (3), sub-clauses (c) and (d), of this rule, more than 30 years;

(2) who has not qualified for admission as Pleader in the Civil and Criminal Courts of Sind under Rule 12 or 15 of the rules\* for the qualification and admission of proper persons to be Pleaders in the Subordinate Civil and Criminal Courts and in the Court of the Judicial Commissioner of Sind; and

(3) who has not thereafter either—

(a) been in full and continuous practice for 3 years as Advocate or Pleader in a Civil or Criminal Court in Sind, or

(b) served for 3 years as Honorary Assistant under the Government Pleader and Public Prosecutor in the Judicial Commissioner's Court or in a District or Sessions Court in Sind, or

(c) served with approval for 3 years as Deputy Registrar, Názir, Sheristedár Head Translator, Civil Clerk or Criminal Clerk in the Court of the Judicial Commissioner, or as Registrar, Clerk of the Court, Sheristedár, Head Clerk or Názir, in a District and Sessions Court, in the Small Cause Court, Karáchi, or in a First Class Subordinate Court in Sind, or

(d) exercised with approval magisterial powers for 3 years while holding office as Resident or City Magistrate or Mukhtiárkar, or

(e) performed successively for a continuous period of 3 consecutive years more than one of the duties above specified.

XIII.—Every candidate for appointment shall submit his application to the Commissioner in Sind, accompanied by such certificates of age, character, nationality, physical fitness or other qualification as may, from time to time, be prescribed by the Commissioner. If called on to do so, the candidate must

\* Sanctioned in Government Notification in the Judicial Department, No. 3046, dated the 26th May 1909, published at pages 950—954 of the *Bombay Government Gazette*, Part I, dated the 3rd June 1909.

satisfy the Commissioner that he is able to read and write both English and Sindhi with ease and accuracy, and that he has recently been residing for a period of not less than three years in Sind, or in some other part of the Presidency of Bombay, or in some province adjoining Sind.

**XIV.**—In making appointments from among candidates already in Government service the Commissioner will be guided in his selection solely by regard to the special merits of the candidates; in other cases he will, except when it may, for special reasons, seem desirable to follow some other course and except as hereinafter provided, select from among the candidates whose certificates are satisfactory, in order, according to the dates on which they were severally allowed to practise as Advocates or Pleaders in the Courts of Sind: Provided that—

(1) any candidate who refuses any appointment, substantive or acting, that may be offered to him, shall lose his claim to the next three vacancies;

(2) any candidate who during the period of three years referred to in Rule XIII has been in full and continuous practice as an Advocate, Vakil or Pleader in Civil Court, shall obtain priority over other candidates who have not been so employed.

*Note.*—Should there be a break or breaks in the period of three full years owing to illness or absence from any other cause recognised by the Commissioner, the period of three years may consist of two or more periods preceding or following such break or breaks.

**XV.**—Except in special cases in which the Commissioner may otherwise order, every candidate will be appointed to the lowest class of Subordinate Judges in Sind.

**XVI.**—A Subordinate Judge transferred from another part of India to Sind shall not receive any promotion in Sind after he has been there for two years, unless within that period he satisfies the Commissioner that he can talk and understand Sindhi and can read and write it with ease and accuracy.

#### GENERAL RULES.

**XVII.**—Nothing in any of the foregoing rules shall prevent His Excellency the Governor in Council or the Commissioner in Sind, as the case may be, from appointing in exceptional cases any person whom they consider to be specially qualified to the Executive Branch, Upper Division, or Judicial Branch of the Provincial Service by nomination pure and simple, nor from making such arrangements for carrying on the duties of officers temporarily absent as may be convenient, nor be construed as an engagement on the part of Government who reserve the right to vary the rules from time to time, with or without notice, as the public interests may require.

**XVIII.**—Unless otherwise expressly directed, every appointment to the Provincial Civil Service shall be probationary for two years and until the probationer has passed the Departmental Examinations, if any, prescribed for the branch to which he belongs.

**XIX.**—After confirmation no member of the service shall be dismissed except on the result of a judicial or formal departmental inquiry.

**XX.**—Promotion to appointments the salary of which is less than Rs. 500 a month will ordinarily be given according to seniority, subject to fitness and approved conduct. Promotion to appointments of which the salary is Rs. 500 a month and upwards will be based solely on fitness and merit, seniority being regarded only when the claims of two or more candidates of equal fitness and merit come into competition.

**XXI.**—Subject to the proviso that no officer shall be transferred from the Executive to the Judicial Branch unless in the Presidency proper, he is qualified for a Subordinate Judgeship under section 22 of Act XIV of 1869 or in the Province of Sind under Rule XII of these rules and has completed three years' service under Government, it shall be open to Government, on application or otherwise, to transfer an officer between the Presidency proper and Sind and from one branch of the service to the other, and to determine his position in the branch to which he is transferred.



## APPENDIX A-1.

*List of appointments open to members of the Bombay Provincial Civil Service (Executive Branch, Upper Division) of the whole Presidency including Sind.*

Serial No. of appointment.	Appointment.	Pay Rupees per mensem.
1	Magistrate and Collector ... ..	Rs. 1,600 or Rs. 1,200 according as the appointment is made to a Senior or Junior Collectorship.
2	Do. do. ... ..	
1	Talukdári Settlement Officer ... ..	800
4-5	Two Deputy Collectors and Magistrates, 1st Grade ... ..	800
6-8	Three Deputy Collectors and Magistrates, 2nd Grade ... ..	700
9-14	Six* do. do. 3rd do. ... ..	600
15-37	Twenty-three do. do. 4th do. ... ..	500
38-61	Twenty-four do. do. 5th do. ... ..	400
62-85	Twenty-four† do. do. 6th do. ... ..	300

## APPENDIX A-2.

*List of appointments in the Executive Branch, Lower Division, of the Bombay Provincial Civil Service in the Presidency proper.*

Serial No. of appointment.	Appointment.	Pay Rupees per mensem.
1-29	Twenty-nine Mámlatdárs, 1st Grade ... ..	Rs. 250
30-63	Thirty-four do. 2nd do. ... ..	225
64-102	Thirty-nine do. 3rd do. ... ..	200
103-147	Forty-five do. 4th do. ... ..	175
148-197	Fifty do. 5th do. ... ..	150

## APPENDIX B-1.

*List of appointments in the Judicial Branch of the Bombay Provincial Civil Service in the Presidency proper.*

Serial No. of appointment.	Appointment.	Pay Rupees per mensem.
1	District and Sessions Judge ... ..	Rs. 1,600 or Rs. 1,200 according as the appointment is made either to the 1st and 2nd or to the 3rd Grade Judgeships.
2	Do. do. ... ..	
3	Do. do. ... ..	Rs. 800
4	Judge of the Small Cause Court, Poona ... ..	
5	Do. do. Ahmedabad ... ..	
6	Do. do. at Surat and Broach ... ..	
7-9	Three Subordinate Judges, 1st Class, 1st Grade ... ..	
10-13	Four Subordinate Judges, 1st Class, 2nd Grade ... ..	
14	Assistant Judge and Sessions Judge ... ..	Rs. 600 or Rs. 500 according as the appointment is to the 1st or 2nd Grade.
15	Do. do. ... ..	
16	Do. do. ... ..	Rs. 500
17-26	Ten Subordinate Judges, 1st Class, 3rd Grade ... ..	
27-45	Nineteen Subordinate Judges, 2nd Class, 1st Grade ... ..	
46-63	Twenty-three Subordinate Judges, 2nd Class, 2nd Grade ... ..	
69-103	Thirty-five Subordinate Judges, 2nd Class, 3rd Grade ... ..	
104-115	Twelve Subordinate Judges, 2nd Class, 4th Grade ... ..	

\* This number will be raised to 7 after the post of a First Assistant now held by a statutory Civilian is vacated by him.

† Inclusive of a post of sixth grade Deputy Collector to be filled up on the formation of the Navab Shah District.

## APPENDIX B—2.

*List of appointments in the Judicial Branch of the Bombay Provincial Civil Service in the Province of Sind.*

Serial No. of appointment.	Appointment.	Pay per mensem.
		Rs.
1	One Subordinate Judge, 1st Class, 1st Grade ...	800
2	Do. do. do. 2nd Grade ...	650
3	Do. do. do. 3rd Grade ...	500
4—5	Two Subordinate Judges, 2nd Class, 1st Grade...	400
6—9	Four do. do. 2nd Grade...	300
10—14	Five do. do. 3rd Grade...	200
15—17	Three do. do. 4th Grade...	150

Nos. 1046—1058.

GOVERNMENT OF INDIA.

HOME DEPARTMENT.

ESTABLISHMENTS.

Simla, the 19th August 1910.

## RESOLUTION.

The Governor General in Council has had under consideration the recommendation made by the Royal Commission on Decentralization at the end of paragraph 128 of their Report on the subject of framing rules for the recruitment of provincial services. The majority of the Commission consider it unnecessary that rules for the recruitment of those services should, as is now the case, require the sanction of the Government of India, and they express the opinion that the functions of that Government should be limited to laying down a few general principles as to eligibility for appointment, etc., on which detailed provincial rules would be based.

2. In the present Resolution the Governor General in Council proposes to deal only with the provincial civil services (executive and judicial). The case of other provincial services will be separately considered.

3. The present system under which the previous sanction of the Government of India is required to making or altering the rules for the recruitment of the provincial civil services was introduced in 1892 as the result of the Report of the Public Service Commission. The Governor General in Council has now decided to accept in substance the recommendation of the Decentralization Commission and is pleased accordingly to invest Local Governments with the power to make rules for the recruitment of the provincial civil services without the previous sanction of the Government of India, but subject to their general control. The general conditions which should govern such recruitment have been already fully considered in connection with the inquiries made by the Public Service Commission, and the Governor General in Council, upon a further consideration of the subject, sees no reason to modify the conclusions then arrived at. It will, however, be convenient to re-state them in the present connection as follows:—

I.—The rules must be adapted, on the one hand, to obtain thoroughly efficient candidates, and, on the other, to secure the due representation in the public service of the different classes of the community.

II.—Every candidate for appointment by recruitment must furnish satisfactory evidence—

- (a) that he is not over 25 years of age, except in the case of Barristers, Advocates or Pleaders appointed to the judicial branch these excepted cases will be governed by Article 51 of the Civil Service Regulations ;
- (b) that he has attained a prescribed preliminary standard of general education to be fixed by Local Governments with reference to local conditions, the object being to secure men qualified by as high a standard of general education as the conditions and requirements of the local administration permit. In particular, qualification in one or more of the vernacular languages of the province in which he is to be employed is to be insisted on. The vernacular standard should be a high one, involving a thorough knowledge of the language and ability to write and read the written character with facility ;
- (c) that he is of sound health, good physique and active habits ; and
- (d) that he is of good character.

III.—Every person appointed to the Provincial Civil Service by direct recruitment shall be subject to a period of probation or training during which time his appointment will be probationary only unless in special cases the Local Government declares such probation or training to be unnecessary.

IV.—The subjects of Native Princes in alliance with His Majesty shall be eligible for appointment, provided they are qualified in other respects.

V.—Admission to the Provincial Civil Service should usually be confined to persons who are natives of the province or have definitely settled in it ; in the case of candidates who are not natives of the province recent residence of at least three years in the province should, as a general rule, be an essential condition of admission. No Barrister, Advocate or Pleader should be appointed as such, unless he has been at least three years actually practising his profession in India and can speak the provincial vernacular.

VI.—Europeans who are not statutory natives of India shall be eligible for appointment, if qualified according to the above conditions, with the sanction of the Government of India.

VII.—The Local Government should reserve to itself the right to make promotion to the superior grades of the Provincial Civil Service without regard to seniority, and seniority alone should not give a claim to appointment to the grade of Rs. 500 a month and higher grades.

VIII.—The Government of India retain power in very special cases to make direct appointments to offices in the higher grades of the Provincial Civil Services, and whenever the Government of India exercise this power in the case of judicial officers, it will be confined to Barristers, Advocates or Pleaders of the High Courts who have shown distinguished ability in the exercise of their profession for not less than ten years and have a thorough knowledge of the vernacular.

IX.—No member of the Provincial Civil Service shall be dismissed otherwise than on the result of a judicial or formal departmental inquiry.

4. The Governor General in Council directs that any change made in the rules from time to time should be forthwith communicated to the Government of India in the Home Department, in order that they may be in a position to exercise effective general control. His Excellency in Council considers it desirable, moreover, that this Resolution should be published by the Local Governments and Administrations as part of the respective provincial rules.

## CHAPTER III.

*Rules relating to Deputy Collectors.*

\* "1. Every person appointed to be or to act as Deputy Collector without having passed the Departmental Examinations prescribed for graduates and non-graduates is required to pass the Departmental Examination, Higher Standard, and an examination in the vernacular of the district, according to the standard prescribed for Assistant Collectors, within one year from the date of taking charge, or at the first examination held after the expiration of one year from such date. On failure so to pass, a deduction of 10 per cent. will be made from his salary until he shall have passed the examination. Until the above examination shall be passed, the person appointed will be shown in the Civil List as a probationer, and on failure so to pass within two years from the date of nomination he will forfeit his appointment.

\* "2. A Native Deputy Collector will not be required to pass an examination in his own vernacular language, but if he be appointed to a district the vernacular of which is different from his own, he will have to undergo an examination in the language of the district.

NOTE.—For the purpose of this rule, Eurasian candidates are Native candidates."

3. A Deputy Collector will not be required to answer the paper on Survey and Settlement matters† and the paper on the Registration and Stamp Acts and the rules laid down thereunder, nor to produce the certificate referred to in Chapter I, Section I, Rule 14, sub-para. 2 (b).

4. A Deputy Collector who is appointed to and joins his appointment in a district of which the vernacular is not his own language, must be required, irrespective of the length of his previous service, to pass in the vernacular of that district within one year from the date of his joining his appointment, and that if he fails to do so the deduction prescribed in Rule 4, Section I, Chapter I, should be made from his pay. [Government Resolution, Revenue Department, No. 1057, dated 9th February 1889.]

*Proviso.*—Any Deputy Collector of more than 40 years of age should be exempted from passing an examination in the language of the district, provided it can be certified that he already possesses a sufficiently good practical knowledge of the language for the efficient performances of his duties. [Government Resolution, Revenue Department, No. 9570, dated 28th November 1905.]

## CHAPTER IV.

‡ *Rules relating to the examination of Mámlatdárs and District Inspectors of Land Records in Vernacular Languages.*

§1. The Secretary to the Civil and Military Examination Committee is authorized to admit candidates permitted by the Collectors to appear for examination (according to the Higher Standard) in any of the vernacular languages. Permission should, however, be granted by the Collectors only to those candidates who are qualified under the rules for promotion to a Mánlat. As regards candidates in the Belgaum, Bijápur and Dhárwár Districts, whose mother-tongue is Kánarese, the Collectors of the respective districts are authorized to test, with the help of their Deputy Collectors, the candidates' proficiency in Maráthi and grant certificates if they are satisfied with the candidates' knowledge of Maráthi for all practical purposes.

\* Government Resolution, Revenue Department, No. 3432, dated 3rd June 1909.

† Government Resolution, Revenue Department, No. 1530, dated 7th March 1882.

‡ Government Resolutions, Revenue Department, No. 1728, dated 3rd March 1904, and No. 861, dated 26th January 1912.

§ Government Resolutions, Revenue Department, No. 1601, March 8th, 1888, and No. 861, dated 26th January 1912.

\*2. (1) In the Northern Division, in making probationary and substantive appointments to the post of Mámíatdár, candidates who have a knowledge of both Gujaráti and Maráthi will ordinarily be selected in preference to those who do not possess such knowledge. In the Southern Division candidates who have a knowledge of both Maráthi and Kánarese will similarly have a preferential claim.

(2) Every Mámíatdár in the Northern Division, every Mámíatdár in the Kolába, Ratnágiri and Kánara Districts of the Southern Division, and every Mámíatdár in the Belgaum, Bijápur and Dhárwár Districts of the Southern Division whose mother-tongue is not Kánarese, will be required to pass, within a year of his first substantive appointment, an examination before the Civil and Military Examination Committee in one of the vernacular languages specified for his Division in clause (1) which is not his own vernacular, unless he shall have done so before obtaining a substantive appointment. In the Central Division every Mámíatdár whose vernacular is not Maráthi will similarly be required to pass in that language. In the case of Mámíatdárs in the Belgaum, Bijápur and Dhárwár Districts whose mother-tongue is Kánarese, it will be sufficient if they obtain, within a year of their substantive appointment, a certificate from their Collectors that they possess a satisfactory knowledge of Maráthi for all practical purposes.

†2 (2a). In Sind every Mukhtyárkar whose mother tongue is not Sindhi will be required to pass within a year of his first substantive appointment, before the Local Committee, an examination in that language equivalent in difficulty to the Higher Standard test prescribed for Junior Civilians, unless he shall have already done so before obtaining a substantive appointment.

(3) Failure to comply with Rule 2 (2) and 2 (2a) will entail stoppage of promotion and a deduction of 10 per cent. from the pay of defaulters.

‡3. The application for permission to appear in the vernacular examination should be forwarded to the Secretary to the Civil and Military Examination Committee through the heads of offices.

§4. Except as provided in rule 1 and clause (2) of rule 2 above, certificates of qualification in a language given by Collectors shall not be allowed to hold good, and the only certificates which can be accepted are those given by the Civil and Military Examination Committee.

## CHAPTER V.

### *Rules relating to Head Accountants.*

¶1. (1) No person shall be eligible for the post of Head Accountant who has not passed an examination in Revenue and Financial Accounts before the Permanent Committee at the time of Departmental Examinations of Junior Civil Servants. The Committee shall set the papers in Hope's Forms (as revised by Mr. Symonds) and the Accountant General a searching paper in the Financial Accounts.

Probationary Head Accountants required to pass an examination in Revenue and Financial Accounts.  
Subjects of examination.

(2) In making the appointment of Head Accountants selection shall be made, according to the date of passing the examination, from among the Deputy Accountants and other persons permitted to appear for the examination.

\* Government Resolutions, Revenue Department, No. 4406, May 23rd, 1892, and No. 861, dated 26th January 1912.

† Government Resolution, Revenue Department, No. 7670, dated 7th October 1904.

‡ Government Resolution, Revenue Department, No. 7800, October 3rd, 1892.

§ Government Resolutions, Revenue Department, No. 1304, February 15th, 1893, and No. 861, dated 26th January 1912.

¶ Government Resolutions, Revenue Department, No. 1418, February 21, 1893, and No. 4406, June 21, 1893.

(3) The examination shall be open to (1) Deputy Accountants, (2) those who hold, or have been promoted from, the position of senior clerk below the Deputy Accountant, (3) Local Fund Accountants, (4) Head Clerks to Collectors and (5) with the permission of the Commissioner, until a sufficient number of passed men is available, to those who do not hold the appointments mentioned above, but who are fit for account work.

*Note.*—The special sanction of Government is required for the admission to the examination of any other officer (Government Resolution, Revenue Department, No. 5365, dated 8th August 1903).

\*2. 100 marks are to be assigned for the paper on Financial Accounts and 300 for the one on Revenue Accounts. 50 per cent. Standard of marks. in each paper and 60 per cent. of the aggregate number of marks for both papers will be required to pass a Candidate, and 75 per cent. to pass with credit.

3. Head Accountants in Sind shall be examined by the Local Examination Committee at Karachi.

†4. Head Accountants transferred on promotion to a district with the language of which they are not acquainted must pass an examination according to the Higher Standard in that language within one year of their transfer. Failing to do this, they shall be liable to a deduction of 10 per cent. from their pay till they do pass, or are transferred to a district, the language of which they know.

*Note.*—Commissioners are authorised to exempt Head Accountants from the operation of this rule, provided they are satisfied that the Head Accountants have a sufficiently practical knowledge of the language to perform their duties satisfactorily and are advanced in years (Government Resolution, Revenue Department, No. 4108, dated 27th April 1906).

## CHAPTER VI.

### *Rules for admission to, and promotion in, the Subordinate Revenue Service of the Bombay Presidency proper.†*

For regulating admission to, and promotion in, the subordinate revenue service of the Presidency proper exclusive of Sind and the Town and Island of Bombay the Governor in Council is pleased to prescribe, with effect from the date of publication, the following rules in supersession of those published under Government Notification No. 4517, dated 14th June 1904, printed at pages 737 to 742 of Part I of the *Bombay Government Gazette* of the 16th idem.

#### *(A) General.*

I. The subordinate revenue service includes—

- (a) the subordinate service of the departments of Land Revenue and General Administration below the grade of Mámátdárs ;
- (b) the subordinate service of the department of Land Records below District Inspectors, provided that the rules for the appointment and promotion of the subordinate Land Records staff published at pages 53 and 54 of the compilation of rules and standing orders relating to the duties and supervision of the Land Records and Agriculture Departments, Bombay Presidency, 1898, shall, as amended from time to time, be construed and applied as forming part of these rules ;

\* Government Resolution, Financial Department, No. 3358, June 14, 1875.

† Government Resolution, Revenue Department, No. 6998, October 9, 1891.

‡ Government Resolutions, Revenue Department, No. 6970, dated 4th August 1910, No. 1112, dated 2nd February 1912, and No. 3385, dated 9th April 1912.

(c) officers of the following classes :—

- (i) Local Fund clerical establishment,
- (ii) political clerks attached to the offices of Collectors and Political Agents,
- (iii) trade náka kárkúns,
- (iv) Forest Settlement Officers' establishments,
- (v) bailiffs under Mámlatdárs and kárkúns attached to Collectors offices in connection with the execution of Civil Court decrees
- (vi) stamp kárkúns in the Huzúr treasury,
- (vii) clerks and kárkúns holding permanent appointments in the Land Revenue department and employed on work connected with the A'bkári Department in the Collectors' offices, but still treated as members of the Collectors' revenue establishments,
- (viii) City and Cantonment Magistrates' establishments,
- (ix) Dáng Diván and his clerical establishment.

2. The subordinate revenue department is divided into two branches—the Upper and the Lower. The Upper Branch comprises all appointments the pay of which is not less than Rs. 50 per mensem. The Lower Branch comprises all appointments the pay of which is less than Rs. 50 per mensem. The two branches are separate and distinct and, except as allowed in proviso (b) to this rule, members of the Lower Branch will not be promoted to, nor given acting appointments in, the Upper Branch, provided that—

(a) posts carrying a salary of Rs. 50 per mensem and upwards in the Account offices may, at the discretion of the Collector, be filled by members of the Lower Branch who are qualified by experience in account work and have shown exceptional aptitude for it, and

(b) the Collector may promote from the Lower to the Upper Branch men who have proved to his entire satisfaction that they possess special qualifications for the Upper Branch.

*(B) The Upper Branch.*

3. A candidate selected for the Upper Branch must be not less than 21 and not more than 25 years of age.

4. The selection of candidates for the Upper Branch shall be made by the Collector of each district from among persons—

(a) who have taken the degree of M.A., B.A., LL.B., B.Sc., L.Ag., B.Ag., L.C.E., or the diploma for the higher course granted by the Chiefs' Colleges,

(b) who, though not graduates, appear to possess special qualifications for the Branch.

The following points, besides educational qualifications, will be taken into consideration in making the selection: physique, social position, caste and character.

5. The number of appointments to be made under Rule 3 in each district shall be settled by the Commissioner every year on a consideration of the number of vacancies in the Division.

6. On first appointment, a selected candidate will be under the orders of the Collector, and for a period of 18 months will be on probation during which time the Collector will arrange for his obtaining adequate training in revenue and account matters, and in law. While on probation the selected candidate will draw a salary of Rs. 30 per mensem and will be supernumerary to the general staff of the department. At the end of the period of probation he will

be required to pass a qualifying examination\*; and on passing will, if he has proved his fitness for retention in the Upper Branch, be confirmed, provided that if no examination is held within one month before the close of the probationary period, the candidate's probation will be extended to the date of the examination next held.

7. A selected candidate failing to pass the qualifying examination at the end of his probation may, at the discretion of the Collector of the district in which he is serving, be allowed to appear at the examination next held; if he then fails, he will forfeit his appointment in the Upper Branch, but will be eligible for admission to the Lower.

8. After confirmation, every member of the Upper Branch, unless specially exempted by the Commissioner, shall serve for a period of not less than two years as Circle Inspector until he obtains a certificate from the Divisional Superintendent of Land Records, endorsed by the Collector, that he has given satisfaction in that capacity. During the first year of his service as Circle Inspector he will be allowed pay at Rs. 35 per mensem and during the second year at Rs. 40 per mensem, any excess over the pay of the appointment to which he is actually posted being met by a personal allowance. If he takes more than two years to obtain a certificate, his pay will be subject to a deduction of 10 per cent. from the commencement of the third year.

Persons exempted as above by the Commissioner shall not be eligible for appointment as Avalkárkún, Mahálkari or Mámlatdár.

9. A member of the Lower Branch who is promoted to the Upper Branch in exercise of the discretion vested in the Collector under proviso (b) to Rule 2 will be required to pass the qualifying examination within a period to be specified at the time of his promotion, but need not go through the Circle Inspector's course before being appointed to a post of Avalkárkún, Mahálkari or Mámlatdár.

\* This qualifying examination will be held twice a year by the Permanent Committee for Departmental Examinations. The papers set will as follows :—

	Marks.
1. Judicial Questions to be answered with books ... ..	75
2. Judicial Questions, including questions on the Indian Evidence Act, and the Indian Contract Act, to be answered without books ...	75
3. Field's Law of Evidence ... ..	100
4. Magisterial Case ... ..	50
5. Revenue Questions, with books ... ..	150
6. Do. without books ... ..	150
7. Paper on Treasury and Local Fund Accounts (with books) ...	100
8. Paper on Revenue Accounts ... ..	75
Total ...	775

*Note 1.*—(a) A candidate who obtains at least one-half of the marks under each head and at least 60 per cent. of the aggregate in the subjects of the Departmental Examination will be considered to have passed unless the Permanent Committee for special reasons reported see fit to rule otherwise.

(b) A candidate who obtains at least 75 per. cent. of the aggregate marks obtainable will be considered to have passed the examination *with credit*.

*Note 2.*—The following are the heads under which the subjects of the examination are arranged, each head being considered as one subject when calculating the minimum marks entitling a candidate to pass :—

I.—Judicial, Nos. 1, 2, 3 and 4.

II.—Revenue, Nos. 5 and 6.

III.—Accounts, Nos. 7 and 8.

*Note 3.*—Any candidate who obtains the minimum qualifying marks out of the aggregate total for all the subjects and passes in all the subjects in which he is examined but one will not be obliged to present himself again for examination except in the subject in which he may have failed, but he will not be declared to have fully passed until he has successfully undergone examination in every subject; provided that the candidate must, in order to have the benefit of this rule, come up and pass at the next ensuing examination in the one subject in which he may have failed.



10. Promotions after first appointment to all posts will be made by the Collector and will be regulated by considerations of merit, seniority and public expediency.

*(C) The Lower Branch.*

11. Candidates for admission to the Lower Branch must ordinarily—

- (i) be not less than 18 and not more than 25 years of age, and
- (ii) have passed one or other of the following examinations:—  
the School Final Examination,\* the European High School Examination, the full Senior Commercial Examination of the London Chamber of Commerce, the Cambridge Senior Local Examination, or, in the absence of suitable candidates who have passed one of the foregoing examinations, the Vernacular Final Examination.

But deserving village officers also may be appointed to the Lower Branch irrespective of age and educational qualifications.

12. Appointments to, and promotions in, the Lower Branch will be made by the Collectors. Promotions will be regulated by merit, seniority and public expediency.

13. A candidate selected for the Lower Branch must pass the sub-service departmental examination within three years of the date of appointment; should he fail to pass within that period, he will forfeit his appointment.

*(D) Special Appointments.*

14. The Commissioners are empowered to sanction at their discretion, for special reasons or to meet special emergencies, appointments and promotions otherwise than in accordance with the foregoing rules.

## CHAPTER VII.

*Revised rules for admission to, and promotion in, the Subordinate Revenue Service in Sind.*

For regulating admission to, and promotion in, the subordinate revenue service in Sind, the Governor in Council is pleased to prescribe the following rules in supersession of all previous rules on the subject:—

- |                        |   |
|------------------------|---|
| Extent of application. | I. For the purposes of these rules, the subordinate revenue service includes— |
|------------------------|---|
- (a) the subordinate service of the departments of Land Revenue, General Administration and Land Records;
  - (b) officers of the following classes:—
    - (i) local fund clerical establishment;
    - (ii) political clerks attached to the offices of Collectors and Political Agents;
    - (iii) trade nāka munshis;

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\* Up to 1st August 1913 only, the Matriculation Examination will be accepted in place of the School Final Examination subject to the following conditions:—

(a) that there is no candidate for the post who has passed the School Final Examination, the European High School Examination, the full Senior Commercial Examination of the London Chamber of Commerce, the Cambridge Senior Local Examination, or, for a purely vernacular post, the Vernacular Final Examination, and

(b) that the candidate passed the Matriculation Examination not later than 31st December 1909.

- (iv) permanent clerical establishments of Forest Settlement Officers and the Manager, Sind Incumbered Estates ;
- (v) bailiffs under mukhtiarkars and munshis attached to the Collector's office in connection with the execution of civil court decrees ;
- (vi) stamp munshis in the huzur treasury ;
- (vii) police accountants and members of the accounts establishment only of the Superintendents and Assistant Superintendents of Police ;
- (viii) clerks and munshis holding permanent appointments in the Land Revenue Department and employed on work connected with the A'bkári Department in the Collector's office, but still treated as members of the Collector's revenue establishments.
- (ix) Members of the office establishment of the Sindhi Translator to Government.
- (x) Members of the Stamp Department Office, Karáchi.

Qualifications for admission. II. A candidate must ordinarily—

- (1) be not less than 18, and not more than 25, years of age ;
- (2) have passed one of the educational tests prescribed in rule III.

Educational tests. III. The educational tests comprise—

- (1) the examination for the degree of M.A., B.A., B.Sc., L.Ag. or L.C.E. ;
- (2) the School Final Examination ;
- (3) the full Senior Commercial Examination of the London Chamber of Commerce ;
- (4) the Second Grade Public Service Certificate Examination under the old rules for educational tests, the last of which was held in 1903 ;
- (5) the examination for the Public Service Certificate in vernacular.

NOTE.—Though the Matriculation Examination is not recognised as one of the educational tests, it may, with the previous sanction of the Commissioner in Sind, be accepted as a test in special cases only where a specially desirable candidate would otherwise be excluded from Government service.

List and selection of candidates.

IV. (1) Each officer who makes appointments shall keep a list of applicants for admission to such appointments.

- (2) No name shall be entered in the list, unless the officer has satisfied himself, personally or from trustworthy recommendations, that the candidate is likely to turn out a useful servant of Government.
- (3) The list shall show each candidate's name, father's name, surname, caste, date of birth, native place, educational test passed, date of passing, place in order of merit in examination, any honours gained in examination, reference to testimonials and recommendations, names and appointments of any relatives at the time, or formerly, in Government service, and any other details that may be found necessary or convenient.
- (i) On the occurrence of a vacancy, the officer shall ordinarily select the best man on his list at the time, without reference to the date of application or of examination passed.

*Examples.*

(i) An honours man recently entered may reasonably be preferred to a man who has taken a simple pass degree the year before.

(ii) Good service in a lower appointment of such a kind as to indicate administrative capacity may be held to counterbalance a superior educational qualification.

- (5) In making the selection, the officer shall be guided by the fact that superior education is ordinarily the first and most important point to be considered, but not so as to preclude such exceptions as may be necessary—
- (a) to maintain a due admixture of castes ; or
  - (b) to secure men with exceptional qualifications, physical or other, for particular descriptions of work ; or
  - (c) to give effect to the principle illustrated in example (ii) to clause (4) of this rule.
- (6) Candidates shall be required to state whether their names are entered in the list of any other district or districts with a view to intimation being sent to such district in case of their being appointed.
- (7) Ordinarily, the name of a candidate who has refused an appointment shall be struck off the list ; but the officer may in his discretion retain on the list—
- (a) any graduate,
  - (b) any other candidate whom he considers specially eligible, or whose refusal may have been the result of causes entitling him to further consideration.

(1) A candidate who is not a graduate may appear for the Subordinate Departmental Examination, as soon as he has received an appointment, whether acting, substantive *pro tem.* or permanent. Until it is passed, his appointment is probationary ; and failure to pass within three years from date of first appointment shall ordinarily entail loss of appointment.

(2) Graduates are not required to pass the Subordinate Departmental Examination, except in case of failure to pass the Lower Standard Departmental Examination. In that case, failure to pass at the first Subordinate Departmental Examination held after final failure to pass the Lower Standard Departmental Examination shall ordinarily entail loss of appointment.

Lower Standard Departmental Examination—Graduates.

VI. (1) A graduate appointed to service may appear for the Lower Standard Departmental Examination, provided he satisfies the following conditions :—

- (a) that he has completed 18 months' service,
- (b) that, during this period, he has served continuously on duty, in a mukhtiarkar's kacheri for not less than 6 months and has been attached continuously on duty to a survey party for not less than three months.
- (c) that he is certified to have performed his duties to the satisfaction of the Collector.

(2) A graduate who fails to pass the Lower Standard Departmental Examination on first appearing at it may appear on two more subsequent occasions, subject on each occasion to the production of a fresh certificate as required by clause (1) (c) of this rule. Failure to pass within four years from the date of first appointment shall entail the consequences mentioned in rule V (2).

Lower Standard Departmental Examination—Non-graduates.

VII. (1) A non-graduate may appear for the Lower Standard Departmental Examination, provided he satisfies the following conditions :—

- (a) that he has completed 3 years' service in the Revenue Department from the date of passing the Subordinate Departmental Examination ;

(b) that he is certified by the Commissioner or Collector to be qualified by merit, industry, character and knowledge for admission to the examination.

- (2) A non-graduate who fails to pass the Lower Standard Departmental Examination on first appearing at it may appear on two more subsequent occasions, subject on each occasion to the production of a fresh certificate as required by clause (1) (b) of this rule.

VIII. (1) Any graduate or non-graduate who has passed the Lower Standard Departmental Examination may appear for the Higher Standard Departmental Examination, provided he is certified by the Head of the office in which he is serving to have performed his duties satisfactorily and to be well prepared for the examination.

- (2) Any graduate or non-graduate who fails to pass the Higher Standard Departmental Examination on first appearing at it may appear on one more occasion, subject to the production of the certificate required by clause (1) of this rule.

IX. The standard of marks to be obtained in order to pass the Lower or Higher Standard Departmental Examination shall be that from time to time in force for junior members of the Indian Civil Service.

X. No one shall be promoted permanently to the post of mahalkari, or to the post of mukhtiarkar, in either an acting or a permanent vacancy, unless he—

- (a) has served for not less than one year of which at least six months shall be continuous duty in a mukhtiarkar's kacheri,  
 (b) has been attached to a survey party for not less than three months' continuous duty, and  
 (c) has served for not less than 6 months during the travelling season as a supervising tapadar.

Collectors will arrange from time to time for the temporary appointment to qualifying posts of the men most likely to be shortly eligible for mahalkariships and mukhtiarkarships.

XI. Subject to the provision contained in rule X, promotion to all posts shall ordinarily be regulated by seniority according to date of appointment, subject to approved service, and subject also to the following provisos:—

- (a) men who have passed the Higher Standard Departmental Examination shall ordinarily have preferential claims over all others;  
 (b) men who have passed the Lower Standard Departmental Examination shall ordinarily have preferential claims over those mentioned in proviso (c);  
 (c) men who have passed the Subordinate Departmental Examination shall ordinarily have preferential claims over those who have not passed it;  
 (d) men referred to in provisos (a), (b) and (c), respectively, shall ordinarily have *inter se* preferential claims according to date and order of passing;  
 (e) all preferential claims are subject to the claimant having rendered continuously efficient and approved service, and being in the opinion of the officer making the appointment fully competent to hold the post;  
 (f) exceptions to this rule may be made in order to secure a due admixture of castes in the various grades of the service.

- XII. The Commissioner in Sind is given the right to sanction at his discretion, for special reasons, or to meet special emergencies, appointments and promotions otherwise than in accordance with the foregoing rules.

### CHAPTER VIII.

#### *\*Rules relating to the Examinations of Gazetted Officers of the Salt and Excise Departments.*

1. Every officer already appointed to be or to act as an Assistant Collector of Salt Revenue, who has not passed the examinations prescribed in paragraphs 900, 901, 903 and 904 of the Digest of Service Rules, and every officer hereafter appointed to be or to act as an Assistant Collector of <sup>Salt Revenue</sup> Excise will, unless specially exempted by Government, be required to pass, at the latest, at the first examination held after six months from the date on which he joined his appointment, an examination in the subjects mentioned below; and every officer already appointed to be or to act as an Assistant Collector of Excise who has not passed the examination prescribed in paragraphs 900, 901, 903 and 904 of the Digest of Service Rules will, unless specially exempted by Government, be required to pass, at the latest, at the first examination held after six months from the date of these orders, the examination prescribed by this rule:—

#### *Subjects for Examination.*

- A. For Assistant Collectors of Salt Revenue and Excise—  
 The Indian Penal Code as amended to date.  
 The Criminal Procedure Code as amended to date.  
 Chapters II, VII, IX and X of the Indian Evidence Act as amended to date.
- B. For Assistant Collectors of Salt Revenue only—  
 The Salt Acts ... } In force in the Bombay  
 The Sea Customs Acts ... } Presidency for the time  
 The Land Customs Acts ... } being.  
 The Ports and Port Dues Acts ... }
- C. For Assistant Collectors of Excise only—  
 The Bombay A'bkári Act ... } And the rules and orders  
 The Indian Opium Act ... } in force thereunder.

2. Two papers of questions for Assistant Collectors of Salt Revenue and of Excise respectively will be set in the Acts mentioned in Rule 1:—

(1) For Assistant Collectors of Salt Revenue, one paper under A and one paper under B of Rule 1;

(2) For Assistant Collectors of Excise, one paper under A and one paper under C of Rule 1.

3. Every officer mentioned in Rule 1 will, unless specially exempted by Government, be required to pass, at the latest, at the first examination held after 12 months from the date of his passing the examination prescribed by Rule 1, or, if he has not been required to pass that examination, at the first examination held after 18 months from the date on which he joined his appointment, an examination in the following Acts and any others which may, from time to time, be prescribed by Government:—

## For Assistant Collectors of Salt Revenue and Excise—

The Indian Penal Code	...	} As amended to date.
The Criminal Procedure Code	...	
The Indian Evidence Act	...	

## For Assistant Collectors of Salt Revenue only—

The Salt Acts	...	} In force in the Bombay Presidency for the time being, together with the rules and orders in force under them.
The Sea and Land Customs Acts	...	
The Ports and Port Dues Acts	...	
The Opium Act	...	
The A'bkári Act	...	
The Register of Vessels Act	...	
The Passenger and Pilgrim Ships Acts:	...	
The Arms Act	...	

Provided that questions on the Pilgrim Ships Act shall not be set so long as Bombay continues to be the only port of departure for pilgrims.

## For Assistant Collectors of Excise only—

The same as for Salt, omitting—  
 The Ports and Port Dues Acts,  
 The Register of Vessels Acts, and  
 The Passenger and Pilgrim Ships Acts.

4. Three papers of questions for Assistant Collectors of Salt Revenue and of Excise respectively will be set in the Acts mentioned in Rule 3:—

## (1) For Assistant Collectors of Salt Revenue:—

I—The Indian Penal Code, the Criminal Procedure Code and the Indian Evidence Act.

II—The Salt and Sea and Land Customs Acts and the rules and orders thereunder.

III—The remaining Acts, rules and orders.

## (2) For Assistant Collectors of Excise:—

I—The Indian Penal Code, the Criminal Procedure Code and the Indian Evidence Act.

II—The Opium and A'bkári Acts and the rules and orders thereunder.

III—The remaining Acts, rules and orders prescribed for Assistant Collectors of Excise only.

5. The examinations mentioned in the preceding rules will be held in June and December of each year by the Permanent Committee for Departmental Examinations, constituted as prescribed in No. 12 of the Rules laid down in Government Notification, Revenue Department, No. 6265, dated 22nd June 1908, with the addition of the Commissioner of Customs, Salt, Opium and A'bkári and, for Salt only, the Collector of Salt Revenue. The questions are to be answered without books. The time allowed for each paper will be 3 hours. 150 marks will be allotted to each paper, except that to the third paper for Assistant Collectors of Excise, under Rule 4 (2), 100 marks only will be allotted. No candidate will be considered to have passed who fails to obtain—

(a) 50 per cent. of the marks in each paper, except that in the third paper for Assistant Collectors of Excise under Rule 4 (2) only 40 per cent. of the marks shall be required to pass, and

(b) 60 per cent. of the aggregate of the marks for the whole examination.

A candidate who obtains at least 75 per cent. of the aggregate marks will be considered to have passed the examination *with credit*.

6. In addition to the examinations mentioned in the foregoing rules, every officer mentioned in Rule 1 will, unless specially exempted by Government, be required to pass, at the latest, at the first examination held after 18 months from the date on which he joined his appointment, an examination in the vernacular of the  $\frac{\text{Range (Salt)}}{\text{District in which he has his head-quarters (Excise)}}$  unless such vernacular be his own language; provided that, if prior to his appointment he shall have passed this examination or one of equal difficulty in the vernacular in question, he shall not be required to pass again in the same vernacular. The vernaculars of the  $\frac{\text{Ranges}}{\text{Districts}}$  are as follows:—

Salt Ranges.	Excise Districts.	Vernacular.
Northern Frontier ...	Ahmedabad (Kaira and Panch Maháls).	Gujaráti.
Khárághoda ...		
Surat ...	Khándesh (Násik) ...	Maráthi.
Thána ...		
Uran ...	Thána (Kolába) ...	Maráthi.
Ratnágiri ...		
Goa Frontier ...	Poona (Ahmednagar, Sátára)	Kánarese.
Kánara ...	Sholápur (Bijápur)	
	Belgaum, Dhárwár, Kánara ..	

An Assistant Collector of Excise stationed in Bombay Island may take up either Maráthi or Gujaráti at his option, and, if he has already passed in either of these languages, he need not appear in the other.

7. Every officer mentioned in Rule 1 who has passed in one vernacular language and who at any time before he has completed 15 years' service as an Assistant Collector of  $\frac{\text{Salt Revenue}}{\text{Excise}}$  (acting and substantive) joins an appointment in a  $\frac{\text{Range}}{\text{District}}$  in the vernacular of which he has not passed, or of which the vernacular is not his own language, will, unless specially exempted by Government, be required to pass an examination in the vernacular of that  $\frac{\text{Range}}{\text{District}}$ , unless he is within that period transferred to another  $\frac{\text{Range}}{\text{District}}$ .

The special provision for Bombay Island contained in Rule 6 applies to this rule also.

8. Examinations in languages will be held monthly by the Civil and Military Examination Committee and will be according to the following standard:—

1. Translation from English ... .. 100 Marks.
2. Translation into English of a vernacular passage and writing a summary in English of vernacular papers read out to the candidate ... .. 100 „
3. Reading and explaining Native papers, and conversation (in cases of local examination according to report of Local Committee) ... .. 150 „

*Note (1).*—A candidate who obtains 60 per cent. of the aggregate marks will be considered to have passed the examination, and a candidate who obtains at least 75 per cent. of the aggregate marks will be considered to have passed the examination with credit.

*Note (2).*—The papers for translation from English and into English will be of a general literary character, while the *visá voce* examination will be devoted to subjects more immediately connected with the Department in which the candidate is serving. The test in the vernacular examinations will be comprehensive and strict as regards conversation, reading and understanding vernacular papers, and comparatively mild as regards translation from English and vernacular.

9. (1) If an officer serving as Assistant Collector of  $\frac{\text{Salt Revenue}}{\text{Excise}}$  fails to pass the examination described in Rule 1 within the period prescribed in that rule, he shall be liable to a deduction of 10 per cent. from his salary until he passes the examination; and if he fails to pass at the first examination held not less than 12 months after the date on which he joined his appointment, he shall be liable to be removed from his appointment.

(2) If such officer shall not have passed the examinations described in Rules 3 and 6—

(a) within 12 months from the date of his passing the examination described in Rule 1, he shall be liable to a deduction of 10\* per cent. from his salary until he shall have passed both these examinations ;

(b) within 18 months from the date of his passing the examination described in Rule 1, he shall be liable to be removed from his appointment.

(3) If any officer mentioned in Rule 7 fail to pass the examination required by that rule—

(a) within 12 months from the date of his transfer, he shall be liable to a deduction of 10\* per cent. from his salary until he passes that examination ;

(b) within 2 years\* from the date of his transfer, he shall be liable to be removed from his appointment.

10. Officers of the Salt Department drawing salaries of Rs. 100 and upwards may be examined, if they obtain leave from the Excise Inspectors drawing Rs. 200 and upwards Collector of Salt Revenue Commissioner of Customs, Salt, Opium and A'bkari, to present themselves for any of the above examinations, and, if passed, should receive a certificate of qualification.

## CHAPTER IX.

### † *Rules for the departmental examination of Probationers in the Imperial Customs Service.*

1. Probationers will be examined in Customs Law and Procedure, and in Hindustáni ; but, for the purposes of passing the examination, Customs Law and Procedure and Hindustáni will be treated as two separate parts, and Probationers who pass in one part and fail in the other will be required to pass at the second examination only in that part in which they failed in the first instance.

2. The examination will take place after the close of the first year of each Probationer's service and will be held at the port where he is posted on dates to be fixed by the Government of India. Probationers who fail to pass their first examination will be re-examined after six months, and those who fail to pass the second examination will be given another chance before the expiration of their probationary period of two years. If they fail to pass the third examination, their services will be deemed to be dispensed with under the terms of their agreement.

### *Customs Law and Procedure.*

3. The examination in Customs Law and Procedure will include 3 papers as detailed below :—

Paper.	Description.	Time allowed, hours.	Number of questions.	Maximum marks.	Pass marks
I	A paper to be answered with books, on the Acts and Rules specified in rule 6. This paper will be designed to test the Probationer's general familiarity with the enactments specified, and his capacity for verifying references upon any given case.	3	12	120	80

\* *Vide* Government Resolution No. 10584, dated 22nd November 1910.

† Government Resolution, Revenue Department, No. 1588, dated 15th February 1909.



Paper.	Description.	Time allowed, hours.	Number of questions.	Maximum marks.	Pass marks.
II	A paper, to be answered without books, upon the Sea Customs Act, the Tariff Act and Schedules, the Merchandise Marks Act, and the rules and orders issued by the Government of India under these Acts, designed in part to test the Probationer's knowledge of these Acts, and in part to test his general aptitude and judgment in applying them.	3	12	120	60
III	A paper, to be answered with books, on the local Acts, rules and orders in force in connection with Customs work at the port to which the Probationer has been appointed, following the lines of paper I above.	3	12	120	80

There will also be an oral examination designed to test the Probationer's knowledge of the actual work done in the departments to which he has been attached. The time allowed for this examination may extend, at the discretion of the examiner, to one hour; the maximum marks are 90 and the passing marks 60.

4. The examination will be held under the general supervision of the local Customs authorities. The written examination will be held in a room set apart for the purpose, in the presence of the Collector. The oral examination will be conducted by the Collector, assisted by a senior Assistant Collector, in the presence of the Chief Customs Authority.

5. Papers I and II will be set by an officer of the Imperial Customs Service selected by the Government of India, and sent, in sealed covers, to the Collector of Customs at the port where the Probationer to be examined is posted, by whom the covers shall not be opened until the time of examination.

6. The following are the Acts and Rules in which the Probationers are to be examined for the purpose of paper I:—

- (1) The Sea Customs Act, VIII of 1878.
- (2) The Indian Arms Act, XI of 1878.
- (3) Rules under the Arms Act.
- (4) The Cotton Duties Act, II of 1836.
- (5) The Indian Explosives Act, IV of 1884.
- (6) Rules under the Explosives Act—only that part which deals with the importation of explosives by sea.
- (7) The Indian Merchandise Marks Act, IV of 1889.
- (8) The Indian Tariff Act, VIII of 1894.
- (9) The Petroleum Act, VIII of 1899.
- (10) Rules under the Petroleum Act—only those parts which deal with the transport and importation of petroleum.
- (11) The Indian Tea Cess Act, IX of 1903.
- (12) The Indian Ports Act, XV of 1908.
- (13) The Indian Emigration Act, XVII of 1908, omitting Chapters V to VIII.
- (14) The Indian Merchant Shipping Acts, I of 1859, sections I to 35, and VII of 1880, Chapters I and II.
- (15) The Indian Steam-Ships Act, VII of 1884.
- (16) The Native Passenger Ships Act, X of 1837.
- (17) The Light Dues Acts, IX of 1879 and IX of 1904.
- (18) The Pilgrim Ships Act, XIV of 1895.

- (19) The Indian Stamp Act, II of 1899.  
 (20) The Court Fees Act, VII of 1870.  
 (21) Orders in Council relating to Besses Light dues.

7. For the Acts, the plain texts shall be used as issued by the Legislative Department, with the latest amendments.

8. For paper III, the Chief Customs Authority shall from time to time prescribe the local Rules and Orders in which candidates are to be examined, subject to the approval of the Government of India. Copies of the rules to be used shall be supplied to the Probationer upon his arrival, and he shall be permitted to use the volumes which he has been accustomed to refer to, at the time of examination. The questions for this paper shall be set by the Collector and approved by the Chief Customs Authority.

9. For the oral examination, the Collector shall select two subjects connected with the working of each Department to which the Probationer has been attached, and question the Probationer in order to ascertain the extent of his knowledge of each subject.

With a view to this examination, the Probationer shall be attached, during the first year of his service, for such period as in each case the Collector may consider necessary,—

- (1) to the Appraising Department ;
- (2) to the Gauging Department ; and
- (3) to such other Department as the Collector may think fit.

10. Each Probationer's answers to papers I and II shall be enclosed by the Collector in a sealed cover, as the examination upon each paper is concluded. Details of the number of the paper, the Probationer's name, the date and the port at which the examination is held, shall be noted on each cover under the Collector's signature. When both papers are completed, the sealed covers will be despatched for the allotment of marks to the officer who set the papers, and will be submitted by the latter to the Secretary to the Government of India in the Department of Commerce and Industry.

11. The answers to paper III will be examined by the Collector, and the marks it is proposed to allot submitted to the Chief Customs Authority for approval. The results, as well as the marks allotted in the oral examination, will be communicated to the Secretary to the Government of India, Department of Commerce and Industry, to whom copies of the papers set will also be sent.

12. In forwarding the results, the Collector will submit any remarks he wishes to make on the general efficiency and on any special features of each Probationer's work.

#### *Hindustáni.*

13. The examination in Hindustáni will include 2 papers and a conversational test as detailed below :—

Paper.	Description.	Time allowed, hours.	Maximum marks.	Pass marks.
I	Translation from English into Urdu of a number of sentences from part I of the Hindustáni Manual specially compiled for the purpose.	2	100	50
II	Translation from Urdu into English of a few passages from Part II of the Manual referred to above.	2	100	50
III	An oral examination in conversation designed to test capacity of the Probationer to make himself understood by lower class natives, and to cross-question them on any simple subject.	½	20	10

14. Papers I and II will be set by the selected officer referred to in Rule 5 and sent, in sealed covers, to the Collector of Customs at the port where the Probationer to be examined is posted, by whom the covers shall not be opened until the time of examination. The examination, both written and oral, will be conducted as laid down in Rule 4, and the answers to papers I and II will be sent to the officer who set them, for the allotment of marks and submission to the Government of India, as laid down in Rule 10. The result of the oral examination will be communicated to the Government of India as laid down in Rule 11.

## CHAPTER X.

### *\* Rules for the recruitment and organization of the subordinate service in the Customs Department in Bombay.*

#### *Part I.—(For persons employed in branches other than the Preventive.)*

1. All non-gazetted appointments in the Customs Department shall be held to constitute the subordinate Customs Service. For the purposes of these rules the Imperial Opium Department shall be regarded as a branch of the Customs Department.

2. The rules relating to the admission of candidates into the lower grades of the public service published under Bombay Government Notification No. 1365, dated the 7th July 1903, Educational Department, or such other rules as may hereafter be made in modification or supersession of them, shall ordinarily apply to all first appointments in the Customs subordinate service. Candidates who are graduates of the University may be accorded preference over other candidates.

3. The Collector shall have the power to appoint to the appraising, gauging and inspecting branches, on the ground of special qualifications for technical duties, persons who may not have satisfied the conditions prescribed in those rules.

4. Every person appointed to the subordinate Customs Service shall be required to appear at the first examination held after he has served for one year in the following subjects :—

#### A.

(1) *Employés who are natives of India and whose vernacular is native to India—*

English, comprising hand-writing, spelling and ability to draft clearly and correctly (*vide* rule 7).

#### B.

The following Acts :—

Merchandise Marks Act (IV of 1883).

Sea Customs Act (VIII of 1878) and the Standing Orders under it.

Arms Act (XI of 1878), sections 1, 4, 6, 7, 8, 12 and 28; with the Government of India's Notification No. 518, dated the 6th March 1879, Home Department, and the rules relating to import, export and transport of Arms (1-10 B) published under that notification.

\* *Vide* Government Notifications, Revenue Department, No. 7559, dated 1st August 1907, and No. 10864, dated 30th November 1910.

Tariff Act (VIII of 1894 as amended by Act No. I of 1906) and the schedules thereto.

Transport of Salt Act (XVI of 1879), sections (1—3).

Stamp Act (II of 1899), Schedule I, Articles 15, 26, 34.

Petroleum Act (VIII of 1899), sections 2, 3, 5, 6, 7, 9, with Import Rules 2, 3, 4, published in the Bombay Government Notification No. 2743 of 22nd April 1890, Revenue Department.

Opium Act (I of 1878), section 3, and the rules relating to import, export, transhipment and re-export.

Bombay A'bkári Act (Bombay V of 1878), sections 3, 9 (*a, b and c*) and 10 (*a, b and c*).

Bombay Tobacco Act (Bombay IV of 1857), sections 2 to 9.

Bombay Salt Act (Bombay II of 1890), section 3, clauses *d to h* and *k to o*, and sections 34, 36, 38, 41, 43 and 44.

### C.

Geography of the world—a knowledge of the situation of countries, with their principal sea-ports and of the foreign possessions of European powers will be required.

5. There shall be three papers in all; one on the Sea Customs Act and the Standing Orders under it; one on the other Acts, and one on Geography.

6. A candidate must obtain 50 per cent. of the total number of marks in each paper to pass.

7. Handwriting, spelling and the ability to write correct English, prescribed in rule 4 A (1), shall be adjudged from the first two of the papers mentioned in rule 5, 50 marks being assigned for these subjects in the two papers combined, and entered separately from the marks obtained for those papers. But bad handwriting alone may be considered to be a bar to permanent employment.

8. *Viva voce* examinations in subjects other than the vernacular shall only be held when the examiners think it necessary to supplement the written papers in the case of a particular examinee.

9. An employé who fails to pass the first examination held after he has served for one year shall not, except under exceptional circumstances, be promoted from the grade in which he may have been at the time of his failure, until he has passed the examination. He shall be allowed to appear again until the first examination after he has served two years, after which he shall be removed from the service unless the Collector considers that there are special reasons for allowing him to appear again.

10. No person shall be confirmed in the gauging branch until he satisfies the Collector of his ability to use the gauging rods and callipers correctly and produces a certificate from the Chemical Analyser to Government of ability to test petroleum and to test liquors by distillation.

11. The passing of an examination under these rules shall not involve the confirmation of a person appointed in the appraising branch until the Collector is satisfied of his general competence to assess the value of various articles.

#### *Part II.—(For persons in the Preventive Department only.)*

1. Every officer of the Preventive Department shall be required to appear at the Customs departmental examination held after he has served for one year in the following subjects:—

**A.***Officers whose vernacular is native to India—*

English, comprising handwriting, spelling and ability to draft clearly and correctly.

**B.**

Sea Customs Act (VIII of 1878).

**C.**

Arms Act (XI of 1878), sections 1, 4, 6 and 12, with rules regarding import, export and transport of arms published in Government of India Notification No. 518 of 6th March 1879, Home Department.

Explosives Act (IV of 1884), sections 4 (1) to 6, 6 (2) and 17 and the rules to regulate the transport of explosives within the limits of Bombay.

Merchant Shipping Act (VII of 1880), sections 33 to 35, 37, 38, 41, 45, 51 and 52.

Native Passengers Ships Act (X of 1887), sections 1, 2, 5, 6, 7, 9 to 11, 13, 15 to 27, 29 and 30.

Opium Act (I of 1878), sections 3, 4, 15, 17, 18, 20 and 21 and Opium Rules 4 to 11, 19, 24 (a), 25, 26, 29, 30 and 51.

Petroleum Act (VIII of 1899), sections 2, 3, 5, 6, 7, 10 and 11 and Import Rules (1—22) published in Bombay Government Notification No. 2743, dated 22nd April 1890, Revenue Department.

Tariff Act (VIII of 1894 as amended by Act No. I of 1906) and the schedules thereto.

Bombay Salt Act (Bombay II of 1890), sections 3 (d) to (h) and (k) to (o), 38, 41, 43, 44.

Bombay Tobacco Act (Bombay IV of 1857), sections 2 and 6 to 9.

Bombay A'bkári Act (Bombay V of 1878), sections 3 (6) to (13), 9 (a, b, c), 12—37, 39, 41 and 51.

**D.**

The Standing Orders.

**E.**

Oral questions on ordinary Preventive Service duties.

**F.**

Oral questions on the geography of the world, comprising the principal countries, their sea-ports and foreign possessions.

2. A separate written paper shall be set on each of the subjects B, C and D.

3. A candidate must obtain 50 per cent. of the total number of marks in each of the subjects in which he is examined.

4. The ability to write and spell English correctly shall be adjudged from the answers to the written papers.

5. Rule 12 in Part I of these rules shall apply equally to all officers and employés of the Preventive Service.

*Part III (Vernacular).*

1. Every officer and clerk of the Customs Department whose vernacular is English shall be required to appear for an examination in Hindustani after he has served for one year. The Hindustani Manual compiled by Mr. G. A. Thomas, B.A., I. C. S., is prescribed as the basis for this test.

2. The examination in Hindustani will consist of—

(a) Translation from English into Urdu of a number of sentences from Part I of the Hindustani Manual.

(b) Translation from Urdu into English of a few passages from Part II of the Manual referred to above.

(c) An examination in conversation designed to test the capacity of the officer to make himself understood by lower class natives and to cross question them on any simple subject.

3. A candidate must obtain 50 per cent. of the total number of marks in Hindustani.

4. The examination in Hindustani shall be held every six months. Candidates will be allowed to appear for the Hindustani examination independently of the other part of the examination, but shall not be considered to have wholly passed until they have succeeded in all parts of the examination.

5. The Collector shall have power to exempt from the Hindustani test persons who have been appointed to posts on account of special knowledge and who will not be required to use Hindustani throughout their service in the Customs Department. Such exemption will be reported for the Commissioner's approval.

## CHAPTER XI.

*\* Revised rules relating to the Examinations of Gazetted Forest Officers.*

1. Forest Officers of the grade of Extra Assistant Conservator and upwards will be required to pass examinations in the following subjects:—

(a) Language.

(b) Land Revenue and Criminal Law.

(c) Forest Law.

(d) Procedure and Accounts.

2. (a) Examinations in languages will be held monthly by the Civil and Military Examination Committee. The examination according to the Lower Standard will comprise—

1. Translation from English ... .. 125 Marks.

2. Translation into English of a vernacular passage and writing a summary in English of vernacular papers read out to the candidate ... .. 125 „

3. Reading and explaining vernacular papers and conversation (in cases of local examination according to report of Local Committee) ... .. 150 „

(b) The examination according to the Higher Standard will comprise—

1. Translation from English ... .. 100 Marks.

2. Translation into English of a vernacular passage and writing a summary in English of vernacular papers read out to the candidate ... .. 100 „

3. Reading and explaining vernacular papers and conversation (in cases of local examination according to report of Local Committee) ... .. 150 „

The candidate must show an unimpaired acquaintance with the vernacular the papers selected as tests being of a more difficult description than those in the examination according to the Lower Standard. The candidate's power

\* Government Resolutions, Revenue Department, No. 6548, dated 6th July 1909, No. 7083, dated 25th July 1911, and No. 8907, dated 27th September 1912.

of explaining himself clearly in the vernacular is to be tested by an argument of some difficulty such as may occur in official business.

(c) The examination in Hindustáni will comprise—

1. Translation *vidé voce* into English from a fairly written Hindustáni letter or petition ... .. 100 Marks.
2. Written translation into Hindustáni from an ordinary English narrative or from a letter or petition or a Government order or regulation ... .. 100 „
3. Conversation on ordinary subjects, including Commercial, Revenue and Magisterial matters, especially in connection with Forests, to test the candidate's capability of understanding and making himself understood in a conversation on such subjects ... .. 150 „

(d) Examinations in subjects (b), (c) and (d) of rule 1 will be held in June and December of every year by the Permanent Committee for Departmental Examinations, to which a Conservator of Forests or a Deputy Conservator of Forests in charge of a Circle will be appointed from time to time as an additional member.

The test in Land Revenue and Criminal Law, Forest Law and Procedure and Accounts will be as follows :—

*Land Revenue and Criminal Law* ... 150 Marks.

The Land Revenue Code (Bombay Act No. V of 1879), Chapters I and II; of Chapter V, sections 37 to 44; of Chapter VI, section 62, clause 2; and Chapter IX; rules 37 and 38, 91 to 95 (Trees) and 97 to 99-A (Boundary Marks) of the rules under section 214 of the Bombay Land Revenue Code; the Indian Penal Code (Act XLV of 1860), as amended up to date, Chapters II, IV, V, IX, X, XVI, sections 319—358, XVII, sections 378—389, 403—420, 441, and 447, XVIII, sections 478—489 and XXIII; the Criminal Procedure Code (Act V of 1898) as amended up to date, Chapter I, sections 4 and 5, with Schedule II so far as it relates to the chapters and sections of the Indian Penal Code above mentioned and to offences against other laws, Chapters II, sections 9 to 17, III, sections 31 to 33, 36 and 37 with Schedules III and IV; Chapters IV, V, sections 54 and 59, XVI, XVII, XX, XXI and XXXIX; the Indian Evidence Act (I of 1872), Chapters II, VII, IX and X.

*Forest Law* ... 150 Marks.

The Indian Forest Act (VII of 1878), as modified up to date, with all the rules and orders published and in force at the time being under that Act.

*Procedure and Accounts* ... 150 Marks.

Not more than 12 questions from—

(a) such portions of the Forest Department Code as have been applied to the Bombay Forest Department;

(b) the chapter relating to Forests in the Compilation of Standing Orders of Government in the Revenue Department, in so far as it is not covered by the examination in Forest Act;

(c) rules which have been published under the Sea Customs Act (VIII of 1878), the Arms Act (XI of 1878), the A'bkári Act (V of 1878) and are in force at the time being and apply to the Forest officers in the Forest Department of the Presidency.

(d) Standing Orders of the Accountant General.

NOTE 1.—In any of the examinations mentioned in this rule a candidate who obtains at least 50 per cent. of the marks for each subject and also at least 60 per cent. of the aggregate marks will be considered to have passed the examination. A candidate who obtains at least 75 per cent. of the aggregate marks obtainable will be considered to have passed the examination with credit.

NOTE 2.—No books will be allowed to be used in the examination in the subject prescribed in rule 1 (c). For the examination in the subject prescribed in rule 1 (b) and (d) the use of books will be allowed.

3. For the purposes of these rules, the following vernaculars shall be held to be those of the different Forest Divisions :—

Circle.	Division.	Vernacular.
Central	All divisions	Maráthi.
	Belgaum	Maráthi.
	Dhárwár, Bijápur and Kánara	Kánarese.
Southern	Working Plans Division	Kánarese or Maráthi as the Conservator may prescribe.
	Thána and Kolába	Maráthi.
Northern	Surat and Panch Maháls	Gujaráti.
	Working Plans Division	Maráthi or Gujaráti as the Conservator may prescribe.
Sind	All divisions	Sindhi.

4. Every officer shall present himself for examination according to the Higher Standard in the vernacular of the division in which he is serving, or, if that be his own language, in one other of the vernaculars mentioned in Rule 3, at the latest at the first meeting of the Committee after he has been twelve months in the service in this country, whether as Assistant Conservator of Forests, or as Extra Assistant Conservator of Forests, and should he fail to pass within three years from the date of his joining the service in the Presidency, he will be liable to the stoppage of pay prescribed in Rule 7: provided that every officer selected under clause (a), (b) or (c) of No. 1 of the rules for appointment to the Bombay Provincial Forest Service sanctioned in Government Resolution No. 10632, dated 29th October 1907, shall be required to pass the examination prescribed by this rule before actual appointment to that service.

5. In addition to the examination in language above described, any officer of the Forest Department of less than 15 years' standing, who may be transferred from one division to another division, in the vernacular of which he has not passed according to the Higher Standard, will be required to pass within two years of his transfer an examination according to the Higher Standard in the vernacular of his new division, unless that vernacular be his own language; and in the event of his failing to do so, he will be liable to the stoppage of his pay prescribed in Rule 7: provided that where an officer has already passed a compulsory examination according to the Higher Standard in two vernaculars he will on any subsequent transfer be required to pass an examination by the Lower Standard only in the vernacular of his new division within one year of his transfer and will be allowed to appear for examination in that vernacular according to the Higher Standard. On his passing by the Lower Standard within the prescribed period or by the Higher Standard within two years of his transfer he will be entitled to the rewards described in Rule 8.

6. Every officer shall present himself for examination in subjects (b), (c) and (d), mentioned in Rule 1, at the latest at the first examination held by the Permanent Committee for Departmental Examinations after he has been twelve months in the service in this country, whether as Assistant Conservator of Forests, or as Extra Assistant Conservator of Forests; and should he fail to pass the examination at the latest at the first examination held by the Committee after he has been three years in such service, he shall be liable to the stoppage of pay prescribed in Rule 7.

7. Any officer who fails to pass the examinations prescribed in Rules 4, 5 and 6 above within the prescribed period shall be liable to have the last increment of his pay deducted and to have no further increment allowed to him until he passes the examination, or the necessity for his passing it terminates in accordance with the provisions of these rules: provided that this rule shall not extend to the refund of pay drawn before the date of the examination.



8. No reward shall be payable for passing in two compulsory languages under Rules 4 and 5, but on passing further vernacular examinations under Rule 5 within the prescribed period, or the optional examinations referred to in Rules 9 and 10, an officer shall be entitled to the following rewards, *viz.* :—

Rs. 250 for passing in a vernacular by the Lower Standard;

„ 500 for passing in a vernacular by the Higher Standard;

provided that when the officer concerned is a Native of India as defined in Article 37 of the Civil Service Regulations he shall be entitled to receive a reward equal to two-thirds of the above sums.

9. An officer of over 15 years' standing who is transferred to a division in the vernacular of which he has not passed may present himself for examination in the vernacular of his new division, unless that vernacular is his own language, and in the event of his passing will be entitled to the rewards described in Rule 8; provided that the examination according to the Lower and the Higher Standard is passed within one and two years, respectively, of his transfer to the new division.

10. An officer who has passed the prescribed examination in the vernacular of the division in which he is serving and in the vernacular of the division or divisions, if any, in which he has previously served may, at any time subsequently, present himself for examination in any of the other vernacular languages mentioned in Rule 3 which is not his own language, and in the event of his passing will be entitled to the rewards described in Rule 8; provided that no officer shall be allowed, without the previous sanction of Government, to present himself under this rule more than twice for examination by either Standard in the same language.

11. An officer whose own language is not Hindustáni may at any time offer himself for examination in that language, and in the event of his passing will be entitled to a reward of Rs. 250; provided that no officer shall be allowed without the previous sanction of Government to present himself more than twice for the examination.

## CHAPTER XII.

### *\* Rules for the Examination in Vernacular Languages of Officers of the Indian Agricultural Service.*

I. Every officer of the Indian Agricultural Service is required to pass an examination in a selected vernacular language within two years of the date of his arrival in India or of his first appointment to the service, whichever is later; but the Local Government may, for special reasons, extend the period for passing in any particular case. Failure to pass within the prescribed period will, in the absence of such special orders as the Local Government may issue to the contrary, entail loss of appointment or stoppage of increments of pay.

II. The compulsory vernacular will, for officers serving under the Government of India, be Hindustáni, and, for officers serving under Local Governments, be such language as the Local Government may prescribe in each case. The examination will be conducted by such officer or officers as the Local Government may appoint for the purpose.

III. The examination will include the following subjects :—

	Marks.
(1) Transliteration and translation of a printed passage selected from a newspaper, suitable official report or the like ...	50
(2) Translation into the vernacular of an English passage similarly selected ...	50
(3) Dictation into the vernacular of a simple passage in English.	50
(4) Conversation in the vernacular ...	150
Total ...	300

NOTES.—(a) The passages selected should be of a general character or should specially deal with agricultural matters, and not with specialized revenue or magisterial reports.

(b) The conversation test should show that the candidate is able to converse freely and at first hand both with the educated classes and with the village cultivators, but should not include technical expressions concerned with subjects other than Agriculture.

A candidate who obtains 60 per cent. of the aggregate marks will be considered to have passed the examination.

IV. When an officer, who has not yet passed in his compulsory vernacular, is required by reason of transfer or for any other cause, to pass in a different compulsory language, the limit of time laid down in Rule I shall run from the date of the order requiring him to pass in a new language.

V. No officer is required to pass in more than one vernacular; but every officer is expected, in order to increase his usefulness, to make himself familiar with the vernacular of the province in which he happens to be serving. No reward will be given for passing in a first compulsory language, but for passing in any other vernacular language, a knowledge of which is, in the opinion of the Local Government, likely to add to his efficiency in the performance of his duties, an officer will receive a reward of Rs. 250 for the Lower Standard and of Rs. 500 for the Higher Standard, the examination in such cases being the same as that prescribed for members of the Indian Civil Service.

VI. In the case of officers of the Imperial Agricultural Department, the Government of India will exercise the powers of a Local Government under these rules.

VII. These rules will apply to officers now in the service, subject to the conditions of their respective agreements, and to such orders as they may have already received from their respective Local Government.

#### *Appointments in the Indian Agricultural Service.*

1. The appointments in the Indian Agricultural Service include those of Deputy Director of Agriculture, Superintendent of Government Farms, Agricultural Chemist, Economic Botanist, Mycologist, Entomologist, Principals and Professors of Agriculture, Chemistry and Botany at Agricultural Colleges, and the like. Some of these are included in the Imperial Department of Agriculture under the direct control of the Government of India, but the majority are included in the Departments of Agriculture of the several provinces of India. In some cases candidates will be appointed direct to these posts, but in most cases they will be appointed as supernumeraries, will undergo a further course of training in India in Indian agriculture, and will be appointed to posts on the regular establishment as vacancies occur.

2. Appointments are made by the Secretary of State for India as occasion may require, and applications regarding them should be addressed to the Revenue Secretary, India Office, London, S. W.

3. Candidates must, as a rule, be not less than 23 nor more than 30 years of age. Exceptions will be made as regards the maximum limit only in the case of appointments requiring special qualifications. Candidates must furnish evidence of having received a good general education, and of possessing a thorough knowledge of the science of agriculture or of the particular science required for the appointment applied for. Preference is given to British-born subjects and to distinguished graduates of some University in the British Empire.

4. Applications should be submitted upon the form provided for the purpose and should be accompanied by the testimonials setting forth fully the candidate's personal and professional qualifications and practical experience.

5. Candidates whose applications are selected for consideration will be required to present themselves for an interview with an official at the India Office. In selecting candidates for appointment, weight will be given to the

possession of (a) a University degree in honours in science or the diploma of a recognized school of agriculture, or other like distinction; (b) qualifications in a special science according to the nature of the vacancy to be filled; (c) practical experience. Importance is also attached to bodily activity and ability to ride, and selected candidates have to undergo an examination by the Medical Board of the India Office as to their physical fitness for service in India.

6. Newly appointed officers are required, before leaving this country, to enter into an agreement with the Secretary of State embodying the conditions of their appointment. They are also required to leave for India within three months of their appointment by the Secretary of State, and are provided at the expense of Government with a first-class passage to India, the cost of which they will be required to refund if they voluntarily relinquish the service of Government before the close of three years from the date of appointment. In the event of an officer being compelled by ill-health to give up the service within that period, a first-class passage to England will be provided at the expense of Government. Pay commences from the date of arrival in India.

7. An officer appointed to the Agricultural Service, whether as a supernumerary or otherwise, and whatever his initial salary may be, will be on probation in India for three years. He will be required to pass an examination in a vernacular language within two years of his arrival in India or of his first appointment to the Service, whichever is later. His appointment may be cancelled for failure to pass his examination, or at any time for unfitness or misconduct. At the end of his three years' term of probation, the Government of India will decide whether to retain or dispense with his services.

8. Officers of the Agricultural Service are expected to give their whole time to the duties of the service, and are liable to transfer from one appointment or province to another.

9. The salary attached to posts in the Indian Agricultural Service will ordinarily be—

	Rs. per mensem
For the first year ...	... 400
„ second year ...	... 430
„ third year ...	... 460
„ fourth and subsequent years ...	500 rising by annual increments of Rs. 50 a month to Rs. 1,000 a month.

In addition, Principals of Agricultural Colleges will be granted a local allowance of Rs. 100 per mensem.

Candidates who are required to undergo a further course of training in India under paragraph 1 above will be appointed on this scale of salary, commencing on a pay of Rs. 400. Where for special reasons a candidate is recruited for direct appointment to one of the regular posts under paragraph 1, his initial pay will be determined with reference to the special qualifications and the length of European experience required for the appointment for which he is specially selected, but his subsequent increments of salary will be regulated by the foregoing scale.

No exchange compensation allowance will be given, and free quarters will not usually be provided.

10. Members of the Indian Agricultural Service draw travelling allowances for journeys on duty as officers of the first class under the Civil Service Regulations.

11. On being confirmed in his appointment, a probationer will become eligible, as from the date of his arrival in India, for leave allowances and pension, under the provisions of the Civil Service Regulations applicable to the Department. These regulations are liable to be modified by the Government of India from time to time. Copy of an abstract of them will be supplied on application to the Revenue Secretary, India Office, London, S. W.

12. Retirement is ordinarily required at 55 years of age, but an officer may for special reasons be retained after attaining that age.

## CHAPTER XIII.

*\*Rules for the examination in vernacular languages of officers filling superior appointments in the Indian Civil Veterinary Department.*

I. Every officer of the Civil Veterinary Department is required to pass an examination in the vernacular of the Province in which he is serving within two years of the date on which he is posted to the Province. Failure to pass within the prescribed period will, in the absence of such special orders as the Local Government may issue to the contrary, entail loss of appointment or stoppage of increments of pay. But the Local Government may, for special reasons, extend the period for passing in any particular case; and the Inspector-General, Civil Veterinary Department, may also extend the period, up to a limit of three years, in respect of officers serving directly under his orders.

II. It is left to Local Governments to fix the compulsory vernacular. Subject to any orders that the Local Government in each Province may pass in this respect, the compulsory vernacular in which Civil Veterinary officers are required to pass is Hindustani, except in Madras and Burma. Officers serving in Burma will ordinarily be required to pass in Burmese. Officers serving in Madras are required to pass in either Tamil, Telegu or Hindustani as the Local Government may decide.

III. The examination will be conducted by such officer or officers as the Local Government may appoint for the purpose, and will include the following subjects:—

- (1) Transliteration and translation of a printed passage selected from a newspaper, suitable official report or the like.
- (2) Translation into the vernacular of an English passage similarly selected.
- (3) Dictation into the vernacular of a simple passage in English.
- (4) Conversation in the vernacular.

NOTES.—(a) The passages selected should be of a general character or should specially deal with veterinary matters, and not with specialised revenue or magisterial reports.

(b) The conversation test should show that the candidate is able to converse freely and at first hand both with the educated classes and with the village cultivators, but should not include technical expressions concerned with subjects other than veterinary science.

(c) It is left to Local Governments to issue instructions as to the conduct of the examination and the proportion of marks required to qualify for passing, but at least half the total marks of the examinations should be allotted for the conversation test.

IV. When an officer, who has not yet passed in his compulsory vernacular, is required by reason of transfer or for any other cause to pass in a different compulsory language, the limit of time laid down in Rule I shall run from the date of the order requiring him to pass in a new language.

V. (1) An officer will receive no reward for passing the first compulsory language.

(2) For passing in any compulsory language after the first he will receive a reward of Rs. 250.

(3) For passing in any other language, a knowledge of which is in the opinion of the Local Government likely to add to his efficiency in the performance of his duties, he will receive a reward of Rs. 250 for the Lower Standard and Rs. 500 for the Higher Standard, the examination being on the same lines as are prescribed for members of the Indian Civil Service, subject to the observance of the instructions to Note (a), Rule III, in the selection of passages for the examination.

VI. In the case of officers serving directly under the Imperial Government, the Government of India will exercise the powers of a Local Government under these rules.

VII. These rules will apply to civilian officers now in the Civil Veterinary Department, subject to the conditions of their respective agreements, and to such orders as they may have already received from their respective Local Governments.

1. The compulsory vernacular referred to in Rule II, in which Civil Veterinary officers are required to pass, should be Hindustáni in this Presidency.

2. The examination of officers of the Civil Veterinary Department of this Presidency should be conducted by the Civil and Military Examination Committee, and the Director of Agriculture should be requested to take part in the examination.

3. The Governor in Council is pleased to direct that 300 marks should be assigned for the examination of the Civil Veterinary officers to be held under the new rules as shown below, and that the exercises under (1) and (2) should be required to be written :—

	Marks.
(1) Transliteration and translation of a printed passage selected from a newspaper, suitable official report or the like ...	50
(2) Translation into the vernacular of an English passage similarly selected ...	50
(3) Dictation into the vernacular of a simple passage in English ...	50
(4) Conversation in the vernacular. ...	150
Total ...	300

NOTE.—A candidate who obtains 60 per cent. of the aggregate marks may be considered to have passed the examination.

4. The other languages, referred to in Rule V (3), the knowledge of which is, in the opinion of Government, likely to add to the efficiency of an officer in the performance of his duties are—

Maráthi for an officer serving in	{ Central Division, Southern Division except Kánara, Dhárwár and Bijápur, and Thána in the Northern Division.
Gujaráti " "	{ Northern Division except Thána ; Bombay.
Kánarese " "	Southern Division except Kolába and Ratnágiri.
Sindhi " "	Sind.

The Lower Standard of the examination referred to in the rule should be as follows :—

	Marks.
(1) Translation from English ...	125
(2) Translation into English of a vernacular passage and writing a summary in English of vernacular papers read out to the candidate ...	125
(3) Reading and explaining vernacular papers and conversation (in cases of local examination according to report of local committee) ...	150
Total ...	400

The Higher Standard of the examination should be the same as that prescribed for Civilians in No. 24 of the rules published in Government Notification No. 6265, dated 22nd June 1908, namely—

	Marks.
(1) Translation from English ...	100
(2) Translation into English of a vernacular passage and writing a summary in English of vernacular papers read out to the candidate ...	100
(3) Reading and explaining vernacular papers, and conversation (in cases of local examination according to report of local committee)...	150
Total ...	350

In both the standards, a candidate who obtains 60 per cent. of the aggregate marks may be considered to have passed the examination.

#### CHAPTER XIV.

##### *\* Rules regarding the admission of Military Officers to the Political Department of the Government of Bombay.*

I. For the future all applications by Military Officers for political employ should be submitted officially through the proper channels with information in the forms A and B published herewith. Such applications will be considered in the Political Department, and the candidate will be duly informed, through the Military authorities, whether his name has or has not been registered. Officers are not eligible for appointment to the Political Department, until they have passed all the prescribed examinations for admission to the Indian Army. The name of an accepted candidate for the Political Department will be removed from the list if he obtains any other permanent extra regimental employ, *e.g.*, in the Political Department of the Government of India or in the Military Accounts Department.

II. The names of officers with more than four† years' service will be struck off the existing list of candidates. In future names will ordinarily be removed from the list when the candidate completes four† years' Army service or attains the age of 25 years.

III. In making selections much weight will be given to linguistic attainments, especially in the languages Maráthi, Gujaráti and Arabic. marginally cited.

IV. A Military Officer selected for the Political Department, Bombay, will be posted to an appointment in that Department, but his employment in the Department will be regarded as probationary for a period of two years, during which he will be required to pass the tests prescribed below—

A.—An examination in the Vernacular of the Agency to which he is posted identical with that prescribed for Assistant Collectors, *vide* Rules 22, 23 and 24, Chapter I, Section I.

B.—An examination in Judicial and Political subjects similar to the Lower Standard Departmental Examination prescribed for Assistant Collectors.

The scheme will be as follows :—

##### *Judicial.*

	Marks.
1. (a) Judicial questions to be answered with books	... 100
(b) Judicial questions on the following Acts to be answered without books :—	100
The Indian Penal Code as amended.	
The Code of Criminal Procedure as amended.	
The Evidence Act as amended.	
The Indian Contract Act, 1872, as amended.	
The Indian Arms Act, 1878, and the rules under that Act.	
The Foreign Jurisdiction and Extradition Act, 1879, and the rules under that Act.	
The European Vagrancy Act, 1874, as amended.	
The Indian Railway Act.	
The Telegraph Act as amended.	

	Marks.
2. Markby's Elements of Law	... 100

##### *Political.*

3. In place of the Revenue part of the Departmental Examination for Covenanted Civilians the candidate will be required—

\* Government Resolution, Political Department, No. 2199, dated 26th March 1909.

† *Vide* Government Resolution, Political Department, No. 4896, dated the 23rd July 1910.

	Marks
(a) To answer a general paper in Aitchison's Treaties of the Bombay Presidency with special reference to the Agency in which he is serving and to the historical chapter of Cambell's <i>Gazetteer</i> of that Agency, or in the case of Aden to any Account selected by the candidate and approved by the Resident.	75
(b) To draw up a report, with his conclusions thereon, upon a case placed before the candidate who will be allowed to consult any treaties, laws, or books of reference that are required.	75
4. A paper will be set in Lee-Warner's "The Native States of India" (Macmillan & Co.).	100

The papers in those subjects which are not prescribed for the Civil Service Departmental Examination will be set by the Secretary or Under Secretary to Government, Political Department, and in other subjects the papers will be those set for the Lower Standard of the Departmental Examination for Assistant Collectors. In each of the four groups of subjects to which marks are assigned under Judicial and Political in the above scheme the candidate must obtain 50 per cent. of the total number of marks assigned and 60 per cent. of the aggregate marks for all subjects in order to pass. Candidates obtaining 80 per cent. of the total and 50 per cent. in each minor head will be passed with credit.

V. All officers who join the Political Department in gazetted appointments are to be considered as probationers until they have passed the examination as above prescribed; and any officer who fails to pass the Political Departmental Examination within two years after his appointment will *ipso facto* lose his appointment and his services will be immediately replaced at the disposal of the Military authorities.

\* V. (a) During the period of an officer's probation, reports on his work and general suitability for the Political Department will be submitted once every six months by the Political Officer under whom he is serving. Should an officer marry during this period, he will ordinarily revert to military duty.

VI. No officer will be confirmed in the Department, unless, in addition to passing the examinations as above prescribed, his retention is recommended by the senior Political authority under whom he has been serving, in terms and on grounds which are accepted as sufficient by the Government of Bombay in the Political Department.

VII. A Junior Political Officer who has passed in one vernacular language shall, on being moved to an Agency in the vernacular language of which he has not passed, be liable to pass in the vernacular language of the new Agency within two years after joining his appointment, and on his failing so to do a deduction of 10 per cent. will be made from his salary until he passes or is removed to an Agency the vernacular of which is different. "Junior Political Officer" in this rule means an officer with less than 10 years' service in the Political Department at the time of his transfer to a new Agency.

VIII. Political Officers who have passed before the Civil and Military Examination Committee an examination in any language shall not be required under these rules to undergo any re-examination in the same language by an equivalent or inferior standard.

IX. Any officer of the Political Department desirous of being examined in Judicial and Political subjects according to the above rules will submit an application for leave to appear before the Permanent Committee for Departmental Examinations in June or December through his superior officer before such date as will be notified in the *Government Gazette* from time to time.

X. Nothing in the present rules is intended to interfere in any way with the absolute discretion of the Governor in Council to select for political employ, without reference to age or length of service, any officer whom he may consider specially qualified therefor.

\* *Vide* Government Resolution, Political Department, No. 1647 dated 22nd February 1912.

## A

Information to be supplied by a Military candidate for Political employ.

- |  |    |
|--|----|
| 1. Name and profession of father ...   | 1. |
| 2. Date of candidate's birth ...   | 2. |
| 3. Where educated ...  | 3. |
| 4. Language qualifications, stating degree of proficiency and examinations (if any) passed in each.            | 4. |
| 5. Brief statement of how and where Army service has been passed.  | 5. |
| 6. Particulars as to any active service in the field.  | 6. |
| 7. Whether married or single. ...  | 7. |
| 8. Names of any near relatives who have served or are serving in India.  | 8. |
| 9. Names of persons, other than immediate Military superiors, who can testify to character and qualifications. | 9. |

## B

Information to be supplied by the Officers Commanding \_\_\_\_\_ Regiment respecting Lieutenant \_\_\_\_\_, an applicant for Political employ.

(This form should be forwarded through the proper channel for transmission with remarks to the Secretary to Government, Political Department, Bombay.)

- |  |     |
|--|-----|
| 1. How long have you been acquainted with Lieutenant _____?  | 1.  |
| *2. Would you recommend him for the appointment of Adjutant?   | 2.  |
| *3. Do you consider him suited for Staff employ?   | 3.  |
| *4. Is he popular—   | 4.  |
| (a) with his brother British Officers and in Society generally?  | (a) |
| (b) with the Native ranks?   | (b) |
| *5. Do you consider that he shows tact in dealing with natives of India?                                     | 5.  |
| 6. Give the Medical Officer's opinion respecting his physique and general health.                            | 6.  |
| 7. Is he of active habits and proficient in field sports?  | 7.  |
| 8. Is he a good, bad or indifferent horseman?  | 8.  |
| *9. Do you consider him to be in general ability above, up to, or under the average of his rank and service? | 9.  |
| 10. Has Lieutenant _____ in any way specially distinguished himself?   | 10. |
| 11. Add any general remarks you may have to offer in respect to his ability, character, &c.                  | 11. |

\* It will be convenient if reasons are given for the replies to these questions, which should be answered in some detail.



## CHAPTER XV.

*Rules Relating to the Appointment and Examination of  
Cantonment Magistrates.*

## PART I.

These rules are applicable to all officers entering the Cantonment Magistrates' Department after the 25th January 1893; and to those officers, confirmed as Cantonment Magistrates before that date, who have elected to serve under these rules.

1. Officers serving in the Department form an Imperial Service under the Army Department of the Government of India whose administration is under the control of His Excellency the Commander-in-Chief in India.

2. Appointments to the Judge Advocate General's Department will be given preferentially to the members of the above service, who qualify for this Department by passing the prescribed examination. Candidates for the Judge Advocate General's Department will, from time to time, be attached to the Judge Advocate General's office for a period of three months, in order to obtain a knowledge of English law and procedure.

3. Officers of the Indian Army are alone eligible for appointment to the Cantonment Magistrates' Department. Those desirous of such appointment will apply to the Quarter Master General in India, through the usual channel, forwarding with the application a copy of their record of service made up to date.

4. In the Bombay Presidency the Cantonment Magistracies constituted sole charges are those of Poona, Kirkee, Belgaum, Karachi and Manora, and Ahmednagar.

5. Magistrates or Assistant Magistrates will be permitted to revert to Military duty, on giving reasonable notice, at any time up to three years from the date of their substantive appointment; and thereafter up to ten years, they may be permitted to revert with the approval of the Local Government and of the Commander-in-Chief. They will not be considered to be in permanent civil employ until they have no longer the option of reverting to Military duty; and for the first three years from the date of their substantive appointment, during which they can exercise this option, they will be seconded in their regiments. After ten years officers will no longer be eligible for return to Military duty unless selected for appointment to the Judge Advocate General's Department. The Government of India will, however, retain the power of directing an officer's return to Military duty at any time for inefficiency in the work of the Department.

6. Substantive service commences from the date on which an officer is confirmed in his appointment.

7. Ordinarily a Military officer before appointment to a Cantonment Magistracy will be required to pass a preliminary examination as detailed in Rule 16 in the Indian Penal Code, the Code of Criminal Procedure, the Indian Evidence Act, the Mofussil Small Cause Courts Act, Code of Civil Procedure, 1908, except the provisions declared by Section 7 not to extend to Provincial Small Cause Courts, and the District Police Act, all with books; and in the Cantonments Act and Code without books.

This examination is the same in all Provinces, and is equivalent in difficulty to the corresponding portion of the Lower Standard for Junior Members of the Indian Civil Service. It must be passed in the Province in which the candidate is serving, whether temporarily as a Cantonment Magistrate or with troops.

8. After appointment to be a Cantonment Magistrate, and before receiving the higher rate of pay laid down in Rule 9 of these rules, a Military officer will be required to pass a further examination as described in Rule 17.

In any case in which an officer has not in qualifying for the Indian Staff Corps passed by the Higher Standard in the vernacular of the Province in which

he is serving, he must pass by the Higher Standard, or by such other test as may have been especially sanctioned by the Government of India, in the vernacular of that Province.

9. The number of appointments in the Cantonment Magistrates' Department and the rates of staff pay are as under :—

	Staff pay. Rs.
1 Inspecting Officer of Cantonments* (graded as a Deputy Quarter Master General) ...	1,000
3 First Grade Magistrates ...	700
6 Second Grade Magistrates ...	600
<b>31 Magistrates—</b>	
(I) After ten years' substantive service ...	500
(II) After five years' substantive service ...	400
(III) On passing the Departmental Higher Standard Examination ...	300
(IV) On passing the Departmental Lower Standard Examination ...	250
(V) On first appointment ...	200
8 Assistant Magistrates as above, but maximum ...	300

10. The allowance of Rs. 200 a month, in addition to staff corps pay of rank, admissible on first appointment, will be considered as staff salary; and the acting allowance of an officiating officer will accordingly be calculated under Articles 114 and 115 of the Civil Service Regulations. The additional allowance of Rs. 50 and Rs. 100 a month admissible to a substantive Magistrate or Assistant Magistrate on passing the Departmental Lower and Higher Standard Examination, respectively, will however, be admissible in full to an officiating officer. The salary of an officer officiating for an absentee, who is under the leave rules for the staff corps (1886), will be regulated in the same way as if the absentee were subject to the Military Furlough Rules, 1888.

11. Promotion to two highest grades, which carry a staff pay of Rs. 700 and Rs. 600 a month, respectively, will be made entirely by selection. The receipt of an increased rate of pay, after five or ten years' substantive service, will depend upon the manner in which a Magistrate is reported on. Recommendations for the grant of an increased rate of pay, as well as for promotion to the grades of Rs. 600 and Rs. 700, will be made by the Quarter Master General in India to the Government of India, based on the reports received as to the administrative capacity and judicial work of Magistrates.

12. Service as Assistant Magistrate will count towards the rate of staff pay of an officer who may be subsequently confirmed as Magistrate.

13. An officer who has not passed the preliminary examination will only be permitted to act as a Magistrate or Assistant Magistrate for a period of three months, unless exceptional circumstances justify his retention beyond that period.

An officer appointed to act as a Magistrate or Assistant Magistrate without having passed the preliminary examination will be required to pass the Departmental Lower Standard Examination before being confirmed in his appointment.

14. Officers are liable to transfer from one Cantonment to another, irrespective of the Commands or Provinces in which they may be serving.

15. Examinations for Cantonment Magistrates will be held every six months, at the same time and place as the Departmental Examinations, i. e. at Bombay or Poona under the supervision of the Permanent Committee for

\* Tentative appointment for eight years.

Departmental Examinations on such dates in June and December as may be notified to the Examinees by order of the President. The papers will be set by the officers who set the judicial papers in the Departmental Examinations for Assistant Collectors and others.

16. The preliminary examination will include only the subjects named in Rule 7, and will be equivalent in difficulty to the corresponding portion of the Lower Standard Examination for Assistant Collectors. It will consist of the following papers :—

	Marks.
(1) Questions in the Indian Penal Code, the Code of Criminal Procedure and the District Police Act, to be answered with books ... ..	100
(2) Questions in the Indian Evidence Act, the Mofussil Small Cause Courts Act, and the Code of Civil Procedure, 1908, except the provisions declared by Section 7 not to extend to Provincial Small Cause Courts, to be answered with books ... ..	100
(3) Questions in the Cantonments Act and Code, to be answered without books ... ..	100

A candidate must obtain 50 marks in each paper, and an aggregate of 180 marks, to pass this examination.

*The Further Examination.*

17. The further examination in law shall be equivalent in difficulty to the Lower Standard Departmental Examination for Assistant Collectors, and shall consist of the following papers :—

	Marks.
Subject I ...	1. (a) Judicial Questions, to be answered with books ... .. 100
	(b) Question in the Cantonments Act and Code, to be answered without books . 50
	2. Magisterial case ... .. 50
Subject II ...	3. Questions in the Mofussil Small Cause Courts Act, the Code of Civil Procedure, 1908, except the provisions declared by Section 7 not to extend to Provincial Small Cause Courts, and the Indian Evidence Act, to be answered without books. 100

The examination in Language shall be according to the standard shown below :—

Subject III...	1. Translation from English ... .. 125
	2. Translation into English of a vernacular passage and writing a summary in English of vernacular papers read out to the candidate ... .. 125
	3. Reading and explaining vernacular papers and conversation. 150

(i) Exercises under heads 1 (a) and 2 of subject I will be the same as those set to the Assistant Collectors in the Lower Standard Departmental Examination.

(ii) The examination in Maráthi shall be held by the Civil and Military Examination Committee and the examination in Sindhi by the Local Committee at Karáchi. The Civil and Military Examination Committee will meet on the first Monday in every month to conduct the examination in Maráthi. Should the first Monday of a month fall on one of the Gazetted holidays, the examination will be held on the following Monday or, if that is also a Gazetted holiday, on the next working day thereafter. The Local Committee at Karáchi will meet for examining candidates in Sindhi whenever directed by the Commissioner in Sind to do so.

(iii) A Cantonment Magistrate or Assistant Cantonment Magistrate serving in Poona or Belgaum will be required to qualify in Maráthi and the Cantonment Magistrate serving in Karáchi in Sindhi.

(iv) A candidate who obtains at least one-half of the marks in every subject and at least 60 per cent. of the total number of marks will be considered to have passed, unless the Examining Committee for special reported reasons see fit to rule otherwise.

(v) It is optional for a Cantonment Magistrate or an Assistant Cantonment Magistrate to appear for both Law (subjects I and II) and Language (subject III) at the same time or separately for either.

18. Any Military officer who has passed the Higher Standard Examination in Maráthi, if he is Cantonment Magistrate of Poona, Belgaum or Ahmednagar and in Sindhi, if he is Cantonment Magistrate of Karáchi, will not be required to pass the vernacular part of the further examination.

19. On transfer from Poona, Belgaum or Ahmednagar to Karáchi or *vice versa*, a Cantonment Magistrate or Assistant Cantonment Magistrate will be required to pass an examination in Sindhi or Maráthi of the nature described in Rule 17, unless he has previously passed that examination or the Higher Standard Examination in the language required. If he fail to do so within 18 months of his transfer he will be entitled to no increase of salary until he does pass.

20. A Civil officer whether covenanted or not, temporarily placed in charge of a Cantonment Magistracy which is a sole charge, in addition to his own duties, is entitled to an acting allowance of Rs. 100 a month.

## PART II.

### *Cantonment Magistracies which are not sole charges.*

1. The Cantonment Magistracies that will ordinarily be held by a Military officer doing Military duty are the following :—

Devlali.	Ahmedabad.
Hyderabad.	Bhuj.
Deesa.	Purandhar.
Jacobabad.	Santa Cruz.

An allowance of Rs. 100 per mensem is payable to Military officers for the charge of these Cantonment Magistracies except those of Bhuj, Purandhar and Santa Cruz. An allowance of s.50 per mensem is payable to the Cantonment Magistrate, Devlali.

2. No preliminary examination is required of Military officers holding these charges, but officers who have passed the preliminary examination described in Part I of these rules, will, where possible, be appointed to them.

3. The Cantonment Magistracy at Aden is held by an Assistant to the Resident.

4. The Cantonment Magistracy at Baroda is held by a Military officer appointed by the Government of India, who receives an additional allowance of Rs. 200 per mensem.

## CHAPTER XVI.

*\* Rules for the Examination of Superintendents, Assistant Superintendents and Deputy Superintendents of Police.*

I. A Probationary Assistant Superintendent of Police, whether the appointment is made in England under rules issued by His Majesty's Secretary of State for India, or in India, shall, from the date of his arrival in India, if he has been appointed in England, and from the date of his joining his appointment, if he has been appointed in India, be gazetted as a Third Grade Assistant Superintendent and draw pay at Rs. 300 per mensem. Probationary Assistant Superintendents appointed in England will ordinarily be attached at first to the Central Training School.

A Probationary Deputy Superintendent of Police will ordinarily be attached at first to the Central Police Training School and will, during the period of instruction, receive an allowance in accordance with the orders of Government. After passing out from the Central Police Training School he will, before being confirmed, ordinarily be attached to a District Superintendent of Police for one year for practical training, receiving the pay and allowances of a Deputy Superintendent of Police of the lowest grade. He will also be required, immediately after passing out from the School, to undergo a medical examination and will not be confirmed unless certified to be in all respects physically fit for active service in the Police.

In the event of an officer not belonging to the subordinate grades of the Police Department being appointed to the post of Deputy Superintendents and posted direct to a district, he will be on probation until he has passed the examination in Law prescribed by Rule V. This examination should be passed within one year from the date of his appointment. If appointed to a district, the vernacular of which is not his mother tongue, he will be required to comply with the provisions of Rule XVII. His confirmation will be subject to the provisions of Rule II (b).

II. No probationary Assistant Superintendent or Deputy Superintendent of Police will be confirmed in a substantive appointment in the Police—  
Conditions of confirmation.

(a) unless and until he has satisfied the several tests prescribed in Rule V; provided that a Probationary Assistant Superintendent or Deputy Superintendent of Police may be temporarily excused, on account of circumstances over which he has no control, from satisfying one or more of such tests before he is so confirmed; and

(b) unless the Governor in Council is satisfied both as to his general conduct during his term of probation, and as to his having given proof during that term of practical aptitude for police duties.

III. On being declared to have satisfied the conditions of Rule II, a Probationary Assistant Superintendent or Deputy Superintendent of Police will be confirmed in the Department and will ordinarily be posted to a district.

“IV. (1) In the case of all officers who, under the foregoing rules, have to undergo a course of training at the Police Training School, officiating and substantive promotion to the grades of Assistant or Deputy Superintendent of Police and officiating promotions of Assistant Superintendents of Police to the grades of Superintendents of Police will ordinarily be regulated by the order in which they pass the departmental tests prescribed in rule V. But Government reserve power to relax this rule by antedating the passing of an officer in any exceptional case (such, for instance, as unavoidable detention of the officer at the

\* Government Resolutions, Judicial Department, No. 2434, dated the 26th April 1909, No. 2456, dated 28th April 1910, and No. 2036, dated 14th March 1912.

fixed for the examination by some pressing emergency or by the express order of his superior officer) in which the literal application of the rule would work inequitably.

“ Passing the Departmental tests, will not entitle to promotion any one whose conduct is not otherwise satisfactory. Substantive promotions of Assistant Superintendents of Police, appointed to the service after the 2nd June 1903, to the grade of Superintendent of Police will be made in the order of their appointment to the service.

“(2) The seniority between Deputy Superintendents of Police, promoted from the Inspector's rank or appointed under paragraph 3 of rule 1, and Probationary Deputy Superintendents of Police who pass through the Central Police Training School, will be regulated according to the dates of their appointment as Deputy Superintendent, whether probationary or substantive or *sub. pro tempore* or acting; provided that *sub. pro tempore* and acting incumbents are confirmed without reverting to their original substantive appointments. In the event of a Probationary Deputy Superintendent of Police not passing the several tests prescribed in rule V within the period specified in rule XIII and being allowed an extension of period under rule XIV, he will lose his seniority in relation to the officers who are appointed after him but who pass the prescribed tests before he does.”

#### *Prescribed Tests.*

V. (1) Probationary Assistant Superintendents of Police will be required  
Tests. to satisfy the following tests:—

- (a) An examination in such one of the vernacular languages of the Presidency as may be prescribed by the Inspector-General of Police,
- (b) Lower Standard Law Examination,
- (c) Higher Standard Law Examination,
- (d) Practical examination in Drill and Equitation,

provided that Probationary Assistant Superintendents of Police who receive a certificate from the Civil Service Commissioners that they are able to ride well and perform journeys on horseback will not be further examined in equitation.

(2) Probationary Deputy Superintendents of Police will be required to satisfy the following tests:—

- (a) An examination in such one of the vernacular languages of the Presidency, not being his mother-tongue as may be prescribed by the Inspector-General of Police,
- (b) Lower Standard Law Examination,
- (c) Higher Standard Law Examination,
- (d) Practical Examination in Drill and Equitation.

#### *Time, Place, and Conduct of Examination.*

VI. The Lower and Higher Standard Law Examinations—

(a) shall be held at the times and at the places  
Lower and Higher Standard Law Examinations. fixed for the half yearly Departmental Examinations of Assistant Collectors, and

(b) shall be conducted by the Permanent Committee for Departmental Examinations.

VII. The aforesaid Committee shall—

- (i) set the papers,
  - (ii) estimate the merits of answers,
  - (iii) decide the success or failure of each candidate.
- Duties of Committee.

VIII. Examinations in Maráthi, Gujaráti and Kánarese shall be conducted by the Civil and Military Examination Committee at Bombay and examinations in Sindhi and Arabic by the Local Committee at Karáchi and Aden respectively. The Civil and Military Examination Committee will meet on the first Monday in every month to conduct examinations in Maráthi, Gujaráti and Kánarese. Should the first Monday of a month fall on one of the gazetted holidays the examination will be held on the following Monday, or, if that is also a gazetted holiday, on the next working day thereafter.

IX. The practical examinations in Drill and Equitation of Assistant Superintendents shall be conducted and certificates of proficiency shall be given to qualified candidates by such Military Officers as the General Officer Commanding Poona Brigade may, by a general or special order from time to time, direct, while those of Deputy Superintendents of Police shall be conducted and certificates of proficiency shall be given to qualified candidates by the Principal, Central Police Training School. The examinations will ordinarily be held at Poona. Arrangements for the examinations will be made by the Principal of the Training School subject to the orders of the Inspector-General of Police. Any Probationary Assistant Superintendent who, on completing his course at the Training School, may have failed to pass in Drill or Equitation, will be required to go through a course with a regiment.

#### *Nature of Examinations.*

X. The examination in the vernacular shall be of the same nature and difficulty as that which Assistant Collectors are required to pass, and the subjects and marks shall be as follows :—

	Marks.
1. Translation from English ... ..	... 100
2. Translation into English of a vernacular passage and writing a summary in English of vernacular papers read out to the candidate ... ..	... 100
3. Reading and explaining Native papers, and conversation (in cases of local examination according to report of Local Committee) ... ..	... 150

*Note 1.*—A candidate who obtains 60 per cent. of the aggregate marks will be considered to have passed the examination, and a candidate who obtains at least 75 per cent. of the aggregate marks will be considered to have passed the examination with credit.

*Note 2.*—The papers for translation from English and into English will be of a general literary character, while the *viva voce* examination will be devoted to subjects more immediately connected with the Department in which the candidate is serving. The test in the vernacular examinations will be comprehensive and strict as regards conversation and the reading and explanation of vernacular papers.

*Note 3.*—To preserve uniformity of standard in the examinations held by the Civil and Military Examination Committee and those held by the Local Committees at Karáchi and Aden, the papers for translation into Sindhi will be set by the Civil and Military Examination Committee and marked by the Local Committee at Karáchi, and the written exercises for candidates in Arabic at Aden will be set and marked by the Civil and Military Examination Committee. In both cases the *viva voce* examination will be conducted and the marks assessed first by the Local Committees.

Lower Standard Law Examination. XI. The Lower Standard Law Examination shall be as follows :—

- (a) Two papers of questions shall be set.
- (b) They must be answered without the aid of books.
- (c) The maximum number of marks obtainable on each paper shall be 150.
- (d) To pass, a candidate must obtain, on the two papers combined, a total of not less than 180 marks.

(e) The questions shall be on the following Laws :—

1. In the first paper—
  - (i) The Indian Penal Code and amending Acts.
  - (ii) Chapters II, VII, IX and X of the Indian Evidence Act, 1872, and amending Acts.
2. In the second paper—
  - (i) The Code of Criminal Procedure, 1898, and amending Acts.
  - (ii) The Bombay Village Police Act, VIII of 1867.
  - (iii) The Bombay District Police Act, VII of 1867, Sections 33 and 34.
  - (iv) The Bombay District Police Act, IV of 1890.

(f) The time allotted for each paper will be three hours.

XII The Higher Standard Law Examination shall be as follows :—

Higher Standard Law Examination. (a) Two papers of questions shall be set.

- (b) They must be answered without the aid of books, but, at the examination in the second paper, the candidate may have the use of a manuscript note-book prepared by himself, in his own handwriting, containing abstracts of the principal provisions of the Acts.
- (c) The maximum number of marks obtainable on each paper shall be 150.
- (d) To pass, a candidate must obtain, on the two papers combined, a total of not less than 180 marks.
- (e) The questions shall be such as to test the candidate's practical knowledge of the following Laws :—

In the first paper—

- (i) The Indian Penal Code and the amending Acts.
- (ii) The Code of Criminal Procedure, 1898, and amending Acts.

In the second paper—

- (i) The Indian Evidence Act, I of 1872, and amending Acts.
- (ii) The Foreign Jurisdiction and Extradition Act, XV of 1903.
- (iii) The Criminal Tribes Act, as amended by Act VII of 1876 and Act XII of 1876.
- (iv) The European Vagrancy Act, IX of 1874.
- (v) The Indian Arms Act, XI of 1878, as amended by Act XI of 1882.
- (vi) The Cattle Trespass Act, I of 1871, as amended by Act I of 1891.
- (vii) Act XXXVI of 1858 (an Act relating to Lunatic Asylum) as amended by Act XVIII of 1886.
- (viii) Chapters I, VI, VIII, IX and X of the Indian Railways Act, 1890.
- (ix) Sections 20, 27 (2), and 37 (1) and (2) of Regulation XII of 1827, as amended by Bombay Act III of 1886.
- (x) Indian Poisons Act (I of 1904).
- (xi) The Bombay Prevention of Gambling Act, IV of 1897, as amended by Bombay Act I of 1890.
- (xii) The Bombay District Police Act, 1890.
- (xiii) The Bombay Village Police Act, VIII of 1867, and Sections 33 and 34 of Bombay Act VII of 1867.

(f) The time allotted for each paper will be three hours.



*Periods within which, and circumstances in which, examinations must be passed and the consequences of failure.*

XIII. A Probationary Assistant or Deputy Superintendent of Police who does not qualify by passing the prescribed tests within two years, or at the first examination held after two years from the date of his arrival in India, if he has been appointed in England, or from the date of his appointment, if he has been appointed in India, will be liable to be removed from his appointment.

XIV. If he be favourably reported on by the Inspector-General of Police, and if the Examination Committee certifies that he has given evidence of reasonable diligence, Government may allow an additional year (but not more).

XV. Government reserve to themselves the power to exempt any Police officer from any examination or test when satisfied that his proficiency has been proved by substantially equivalent or superior tests in some other branch of the public service.

XVI. If an Assistant or Deputy Superintendent or Superintendent of less than fifteen years' standing is transferred to a district in the vernacular of which he has not passed he shall (unless, in the case of a Deputy Superintendent, that vernacular be his mother-tongue) be required to pass within one year of his transfer, or at the examination next following the completion of one year from his transfer, an examination in the vernacular of the new district. Omission or failure to pass as herein provided will subject the officer to a deduction of 10 per cent. from his salary from the first day of the month following that in which the first examination is held after the completion of the period within which he should pass, to the last day of the month preceding that in which he eventually passes or is exempted from the liability to pass by transfer or otherwise.

XVII. For the purposes of these rules the following languages shall be deemed to be the vernaculars of the several districts of the Bombay Presidency :—

Upper Sindh Frontier	...	...	...	} Sindhi.
Hyderabad	...	...	...	
Thar and Parkar	...	...	...	
Karachi	...	...	...	
Sukkur	...	...	...	
Larkana	...	...	...	
N. W. Railway (Sindh section)	...	...	...	} Gujarati.
Ahmedabad	...	...	...	
Broach	...	...	...	
Kaira	...	...	...	
Panch Mahals	...	...	...	
Surat	...	...	...	
B. B. & C. I. Railway	...	...	...	} Kanarese.
Kathiawar	...	...	...	
Belgaum	...	...	...	
Dharwar	...	...	...	
Kanara	...	...	...	} Marathi.
Bijapur	...	...	...	
Madras and S. M. Railway	...	...	...	
Districts other than the above and the G. I. P. Railway line	...	...	...	

XVII. A European officer of Police, not below the grade of Assistant Superintendent, who after passing by the Departmental Higher Standard any two of the languages noted in the margin, passes by the same standard (whether compulsorily or not) a third or fourth of such languages, shall be entitled to a grant of Rs. 500

Hindustani.  
Marathi.  
Gujarati.  
Kanarese.  
Sindhi.

in respect of such language, provided that if he passes in the language compulsorily he shall be entitled to the grant only if he passes within the time fixed for his passing by the rules (Government Resolution, Judicial Department, No. 4052, dated 24th July 1903).

XIX. Officers of more than fifteen years' service, who do not know the vernacular of the district to which the exigencies of the service compel Government at any time to post them, will be liable to be replaced by officers who are acquainted with that vernacular.

A Police officer not knowing the language of his district liable to be moved for one who does know it.

XX. Notwithstanding anything contained in the above rules Government reserve to themselves the power to treat special cases in such manner as shall appear just and reasonable.

Special cases.

## CHAPTER XVII.

### *\* Rules for the examination of officers of the Indian Educational Service.*

I. All officers of the Indian Educational Service will be required to pass an examination in at least one of the vernaculars of the Presidency within two years of their joining the service. Exemption from examination or extension of the period of preparation allowed will only be permitted for special reasons and on the recommendation of the Director of Public Instruction. Ordinarily the vernacular offered should be that of the Division in which the officer is stationed. With the approval of the Director of Public Instruction candidates may be allowed to offer Urdu in the place of such a vernacular.

II. The standard for the examination will be the Higher Standard applicable to Military Officers. The examination will be conducted by the Civil and Military Examination Committee.

III. An officer who fails to pass the examination on the first occasion may again present himself before the Committee, but if he fails to pass within the prescribed time, he is liable to be discharged from the service of Government.

IV. The obligatory examination is a pass examination only. No rewards or certificates will be given.

## CHAPTER XVIII.

### *† Rules for the encouragement of the study of oriental languages among officers of the Indian Educational Service.*

I.—The languages recognised, the standards of examination and the donations to be given to successful candidates will be as follows:—

\* Government Resolution, Educational Department, No. 730, dated 25th April 1905.

NOTE.—An officer will not be entitled to travelling allowance for attending the examination unless the Civil and Military Examination Committee shall certify that his proficiency was such as to entitle him to the allowance. [Certificates for travelling allowance should not be granted to candidates who obtain less than a half of the minimum number of marks required to pass.]

† Government of India, Home Department Notification No. 390, dated 12th July 1906 and republished by Government Notification, Educational Department, No. 1378, dated the 25th July 1906 and Government of India, Department of Education, Notification No. 108, dated 24th March 1911, republished by Government Notification, Educational Department, No. 606, dated 28th March 1911.

NOTE.—European Ladies (including Statutory Natives) employed as Mistresses or Head Mistresses in Government normal schools, the Mistresses in the High School for Native Girls at Poona (if they are Government servants) and the Lady Principals and Mistresses of the Female Training Colleges at Ahmedabad and Poona will be eligible for a reward of Rs. 500 for passing the Higher Standard Examination in a first vernacular language. They will also be eligible for a similar reward for passing in a second language which may be either a classical language or a vernacular.

	Languages.	Donation.	Remarks.
		Rs.	
High Proficiency ...	Maráthi ...	1,000	} With certificate from the presiding examiners.
	Gujaráti ...		
	Kánarese ...		
	Sindhi ...	2,000	
	Persian ...		
	Arabic ...		
	Sanskrit ...		
Degree of Honour ...	Maráthi ...	2,000	} With diploma from the Government of India.
	Gujaráti ...		
	Kánarese ...		
	Persian ...	4,000	
	Arabic ...		
	Sanskrit ...		

II.—Subject to the conditions—

(a) that a professor of any language cannot obtain a reward in that language,

(b) that no officer will be permitted to receive rewards for passing by a given standard in more than two vernacular and two classical languages, any officer of the Indian Educational Service may present himself for examination in any language recognized by Rule 1 in respect of the province in which he is serving.

III.—No officer will ordinarily be permitted to present himself for examination more than twice in any one language, but on the special recommendation of the examiners a candidate may be allowed to attend a third examination.

Officers who are natives of India shall not be eligible for rewards for passing the examination in the vernacular of the district in which they were born or educated. The local Government will determine in each case what languages come within this definition.

IV.—No officer will be permitted to present himself for the high proficiency or honour examinations in any language after the expiration of seven and twelve years respectively counted from the date of his first appointment to the Indian Educational Service. No exception to this rule will be made on account of leave or any other cause.

V.—Examination will be held on the first Monday in the Months of January, April, July and October of each year by the Board of Examiners at Calcutta and by the Civil and Military Examination Committee at Bombay, and half-yearly in the months of January and July of each year by the Board of Examiners at Madras. Examinations both in Burmese and in Pali will be conducted in Rangoon. Officers desirous of attending examinations should apply for leave to do so to the Director of Public Instruction at least three months before the date of the examination, and that officer will certify as to their eligibility under Rule IV.

VI.—The subjects for the high proficiency and honour examinations and the text-books will be those prescribed in the rules for the examinations of junior civil servants. The regulations and lists of text-books prescribed for the examination may be obtained upon application to the Director of Public Instruction.

VII.—Successful candidates for the degree of honour will be arranged in two divisions according to the number of marks obtained. For the first division, 80 per cent. of the marks must be obtained in all subjects, and not less than 60 per cent. in any one paper; for the second division, 60 per cent. must be obtained in all subjects, and not less than 45 per cent. in each paper. The reward and diploma will be granted only to those passing in the first division, and their names only be published in *Bombay Gazette*. Those passing in the second division will be deemed to have passed for the purposes of leave and travelling allowance rules, but they will not be allowed the benefit of those rules on a second occasion, should they elect to compete again for the reward of a degree of honour.

## CHAPTER XIX.

*Rules relating to the Grant of Rewards to Candidates who appear before the Civil and Military Examination Committee and pass examinations in the Vernacular Languages.*

(These rules are in addition to, and do not affect, those given in Chapter I, Section II.)

1. In accordance with para. 4 of the Resolution of the Government of India, Home Department (Public), No. 35137, dated 4th May 1874 (republished at pages 431 and 432 of the *Bombay Government Gazette* of 21st idem), officers engaged in the Administration of Sind will be entitled to a reward of Rs. 1,000 for passing in Beluchi, Persian or Pashtu, as optional languages.

*Note.*—This para. has been modified with regard to Persian, and it has been ruled that an officer who passes the examination in Persian by the Higher Standard and receives the reward of Rs. 500 under the rule sanctioned in Government of India's Resolution, Home Department, No. 18, dated the 2nd March 1882, embodied in Bombay Government Resolution, General Department, No. 1032, dated 21st March 1882, should, on passing the optional examination in that language prescribed for officers engaged in the administration of Sind, receive only the difference between this amount and the full amount, *viz.*, Rs. 1,000, admissible for the optional test. (Resolution of the Government of India, Home Department, No. 16, dated 22nd February 1884, embodied in Bombay Government, General Department, Resolution No. 791, dated 6th March 1884.)

2. Officers of the Political Department including Military officers in permanent Political employ in the Bombay Presidency are eligible for a reward for passing an examination in a third compulsory language under the Resolution of the Government of India in the Home Department No. 35-1307 (Public), dated 4th May 1874. Arabic is a compulsory language for officers serving in the Political Department in the Bombay Presidency within the meaning of the Resolution of the Government of India (Government Resolution, Revenue Department, No. 10075, dated 24th October 1906).