

ROYAL COMMISSION ON THE PUBLIC SERVICES IN INDIA.

APPENDIX TO THE REPORT
OF
THE COMMISSIONERS

VOLUME XVIII.

MINUTES OF EVIDENCE

relating to the following Departments:—

- I. NORTHERN INDIA SALT REVENUE DEPARTMENT,
- II. SALT AND EXCISE DEPARTMENTS,
- III. CUSTOMS DEPARTMENT,
- IV. BENGAL PILOT SERVICE,
- V. FACTORY AND BOILER INSPECTION DEPARTMENTS,
- VI. GEOLOGICAL SURVEY OF INDIA DEPARTMENT, and
- VII. INDIAN MINES DEPARTMENT,

Taken at Delhi, Calcutta, Madras, Bombay, and London,

WITH

APPENDICES.

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



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Taken at Delhi,

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MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

PUBLIC SERVICES IN INDIA

RELATING TO THE

NORTHERN INDIA SALT REVENUE DEPARTMENT

At Delhi, Wednesday, 5th November 1913.

PRESENT:

THE EARL OF RONALDSHAY, M.P. (*in the Chair*).

Sir MURRAY HAMMICK, K.C.S.I., C.I.E.

Sir THEODORE MORISON, K.C.I.E.

MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUE RAHIM, Esq.

JAMES RAMSAY MACDONALD, Esq., M.P.

And the following Assistant Commissioner:—

G. F. BUCKLEY, Esq., Deputy Commissioner, Northern India Salt Revenue Department.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

P. C. SCOTT O'CONNOR, Esq., Assistant Commissioner, Northern India Salt Revenue Department.

*Written Statement on behalf of the Officers of the Northern India Salt Revenue Department.**

77,744. (I.) **Methods of Recruitment.**—*Present Conditions.*—(a) Excluding the Commissioner's appointment, which is reserved for a member of the Indian Civil Service, the cadre of the Department comprises 43 sanctioned appointments; and is recruited at a ratio of 3·7 per cent. per annum on sanctioned strength; giving an average recruitment of 1·5 per annum, or 1 and 2 men in alternate years; and includes, from time to time, a varying number of junior Probationary officers in temporary excess of the sanctioned strength.

(b) Appointments to the Superior Executive grades are made (a) by competitive examination among candidates nominated by the Commissioner of the Department, and (b) partly also by the promotion of subordinates of proved merit serving in the Department.

(c) The number of appointments offered to competitive examination is, usually, one a year. The second vacancy in each alternate year is available for allotment to a deserving subordinate of approved merit. If no qualified subordinate be forthcoming the second vacancy may also be thrown open to competitive examination.

A candidate who has successfully passed the competitive examination is appointed a Probationary Assistant Superintendent on Rs. 100 a month.

(d) A candidate must not be under 18 or over 25 years of age.

(e) Not less than three candidates are nominated for each expected vacancy and ordinarily not more than five are nominated.

(f) The examination of nominated candidates is held in the following subjects:—

Compulsory.

- (1) English composition.
- (2) Arithmetic.
- (3) English History and Literature (Elementary).
- (4) Indian History.
- (5) Indian Geography.
- (6) Elementary Inorganic Chemistry.

Optional.

- (7) { Euclid (Book I to IV).
Plane Trigonometry.
Algebra (up to, and including, Quadratic Equations).
- (8) { French.
German.
Latin.

Proposed Improvements.—(a) The present methods, speaking generally, are satisfactory; but great care should be taken in selecting candidates for the competitive examination so as to exclude undesirables. To effect this all candidates, appearing otherwise suitable, should be personally inspected by the Commissioner or Deputy Commissioner of the Department before being granted nominations. In the case of Indian candidates only men of good family and undoubted loyalty should be permitted to compete.

(b) Selection is of course only possible when there are a number of applicants. If the pay and prospects in the Department are not improved, Government will be compelled to take what they can get. For the competitive examination held in March 1912, six candidates were nominated; but only two presented themselves at the examination. This is reducing the competitive system to an absurdity.

(c) Should remain as at present.

(d) A candidate should not be under 18 or over 22 years of age on the birthday preceding the examination at which he wishes to compete; or, in other words, the age limit should be reduced by three years. The reasons for the desired change are—

(1) That persons between the ages of 18 and 22 are more amenable to discipline and "recruit drill" than those of a higher age, and are, therefore, more easily trained and make better officers.

(2) That the present age limit of 25 years unduly favours Indian candidates.

Anglo-Indians, whose sons are brought up and educated in this country, are invariably in straitened circumstances and are quite unable to afford to educate their sons much beyond the age of 20. On the other hand, Indians live cheaper and have greater facilities for cheap education. The result will be that Indian boys of 24 and 25 years of age will compete with

* This statement was signed by Mr. P. C. Scott O'Connor, Assistant Commissioner, and Mr. E. D. Wilson, Superintendent, as representatives of the Department.

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Mr. P. C. SCOTT O'CONNOR.

[Continued.]

Europeans of 18 and 19, greatly to the disadvantage of the latter.

European candidates are required to furnish Baptismal certificates in proof of age; Indian candidates should also be required to furnish indisputable proof of age to prevent all possibility of unfair competition.

(e) and (f) Should remain as at present.

77,745. (II.) **Systems of Training and Probation.**—*Present Conditions.*—(a) At present there is no special system of training in the Department. Probationers are, as a rule, posted to one of the two larger centres, viz., the Sambhar Salt Lake and the Khewra Salt Mines. On passing the Departmental examination and being confirmed in their appointments, some of the younger officers are sent to the Engineering College at Rurki for a six months' training in surveying and levelling.

(b) The period of probation is usually one year.

(c) On the expiration of this period officers are called upon to undergo the Departmental examination which is held in the following subjects:—

(1) Manual of the Department Volumes I, II, and III.

(2) Arithmetic.

(3) Plane Table Surveying.

(4) Plans and Estimates for the construction of buildings.

(5) Rutton's Hand-book on Common Salt.

(6) Urdu.

Proposed Improvements.—(a) It is difficult to devise a satisfactory system of training as the Department is very small and the officers are very much scattered. The Department may be roughly divided into two branches, viz., Manufacture and Mining. Whatever may be the system introduced, the object to be aimed at is to give each and every officer in the Department a fair training in both of the branches, so that no difficulty may be experienced in replacing officers in either of the branches. At present this is not the case. Further, every officer should receive a training at the Rurki Engineering College, not only in surveying and levelling, but also in plan drawing and the preparation of estimates for the construction of buildings and other works.

Professional Engineers are not employed by the Department. All works, such as buildings, roads, bridges, tanks, &c., are entrusted to the officers of the Department and carried through by them. They should, therefore, have a fuller training at Rurki than they have received in the past. If officers were posted during the first two years of their service on manufacture operations at Sambhar and to the Mine at Khewra, it would enable them to pick up a fair working knowledge of these two subjects. A part of the third year of service could be usefully employed at Rurki in studying the Engineering subjects already mentioned. Under this scheme the first three years of an officer's service would be considered a period of training; and a rule should be made that no officer is to marry until the period of his training has expired. This would be a salutary rule in the interest of both Government and officers.

As regards Indians it should be the policy of Government to discourage early marriages, the evils of which are only too well-known.

(b) The period of probation should be one year as at present.

(c) If the scheme outlined above for the training of young officers is accepted, there should be two different Departmental examinations, viz., one for those entering the Department by competition and the other for promoted subordinates. For the former an examination in subject (1), (5), and (6), would be sufficient. For the latter the whole six subjects should be retained and English composition should be added. Promoted subordinates should be instructed in subjects (3) and (4) by officers who have qualified in those subjects. It would not be necessary to send promoted subordinates to Rurki for tuition.

77,746. (III.) **Conditions of Service.**—It might be stated, without fear of contradiction, that the lot of the Salt Officer is hard to beat. Isolation, monotony, and a desert life are his portion; and if to these we

add ever-present anxiety of mind for those dependent on him, and the constant chafing of narrow means; we have a fair picture of the average Salt man's life. On page 131, Chapter IX, of the Report of the Public Services Commission, 1886-87, we read, in reference to the Northern India Salt Department: "Officers are peculiarly exposed in the discharge of their duties to dangers and inconveniences arising from varying conditions of climate and other causes." Life in the Salt Department is more arduous than that in any other service in India. The officers live in small communities or in absolute isolation. In all Salt posts and stations supplies, even of the bazaar variety, are not always to be had. Tinned and bottled stores, articles of clothing, boots, &c., have in most cases to be imported. Even essential articles, such as bread and meat, are obtained from long distances. The water-supply in most Salt posts and stations is scarce and a danger to health. Medical aid in the majority of places is not to be had; and in the best of sub-stations there is no Medical Officer possessing higher qualifications than those of a Junior Assistant Surgeon. Consequently in the event of any serious case of illness or accident there would not only be extreme anxiety of mind but great expense would be involved in removing the patients for outside treatment, or importing medical aid and efficient nursing. Most of the work is carried on out of doors and the heaviest work falls in the summer months during the hottest hours of the day. "The service requires in some degree educational and in a high degree moral and physical qualifications"; so said the Public Services Commission of 1886-87. The isolation and hardships inevitable from location must, however, be borne; and we know it is not possible for Government to much improve the conditions and surroundings in which Salt Officers labour. All the more reason, therefore, for generous treatment on the part of Government in the matter of pay and allowances, which should be on a sufficiently generous scale to enable an officer, already labouring under serious disadvantages, to live, at least, in fair comfort without incurring debt; and to avail himself of the leave to which he is entitled. As the net revenue of the Department, after deducting all charges, including Treaty payments, was Rs. 70,59,864 in 1911-12, and will probably exceed that figure this year, the expenditure of a few more thousands in the interest of the welfare and happiness of the officers would not be very seriously felt. The following scale of pay is therefore suggested for favourable consideration:—

Present Scale.

	Rs.
1 Deputy Commissioner - -	1,200-40-1,400
1 Assistant " - -	1,000
1 " " - -	900
4 " " - -	500-30-800
7 Superintendents, I. grade -	400
7 " II. " -	350
7 " III. " -	300
8 " IV. " -	250
4 Assistant Superintendents, I. grade - - -	175
3 Assistant Superintendents, II. grade - - -	150
Probationers - - -	100

Proposed Scale.

	Rs.
1 Deputy Commissioner - -	1,200-100-1,500
1 Assistant " - -	1,000
1 " " - -	900
1 " " - -	800
3 " " - -	700
3 Superintendents, I. grade -	500-20-600
10 " II. " -	400-20-500
10 " III. " -	300-20-400
4 Assistant Superintendents, I. grade - - -	250
3 Assistant Superintendents, II. grade - - -	200
Probationers " - - -	150

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The present rate of pay of Probationers, viz., Rs. 100 a month, is quite inadequate; more especially for European officers. A Probationer, on first appointment, has to provide himself with a horse, saddlery, and household furniture; and as he has no private means he is compelled to incur debt to meet these initial expenses. Moreover, as he holds the position of an officer in a Gazetted Department, a Probationer must live in some degree of respectability. It has been generally accepted that the cost of living in India has increased enormously, more especially in recent years. A Probationer struggling to keep himself alive and to maintain some show of respectability on Rs. 100 a month is not to be envied. Very soon he finds himself worsted in the unequal struggle, and turns for temporary relief to the money lender. Then begins the debt which mars his earlier life and usefulness and haunts him in later years. If an officer had fair prospects before him, debt in his earlier years would not, perhaps, matter very much; but, when the pay right through the service is inadequate, a debt, however small when first incurred, increases steadily, and clutches its victim ever more tightly as the years roll on, finally leaving him a broken-down and disappointed man. The pay of the Department, from the probationer to the Deputy Commissioner, should be on a reasonable scale to enable officers to live in some comfort to maintain their independence and keep out of debt, and, at the same time, to give their children a fair education and start in life. The pay of Probationers should, therefore, be fixed at Rs. 150, the very minimum a European officer can live on; and the pay in all the upper grades should be so improved that every officer may have a reasonable hope of rising to, at least, Rs. 600 before retirement. The bulk of the officers are in the Superintendents' grades. The majority of officers have in the past retired on pension from the 1st grade of Superintendents; e.g., there were 41 Superintendents in the Department on the 1st January 1891. Of these 41, no more than 12 rose to the grade of Assistant Commissioner. There is no reason to believe that the proportion of those retiring from the grade of Superintendent will be any lower in the future. If the majority are to retire on pension from the 1st grade of Superintendents, the pay of that grade should not be less than Rs. 600. The majority of officers would then retire on Rs. 300 a month, which cannot, by any stretch of the imagination, be considered a very princely pension. Under present conditions a man would be very sanguine, indeed, if he looked forward to a higher pay than Rs. 400 and a pension of Rs. 200. A pension of Rs. 200 a month for a European officer, after 30 years of hard and laborious toil, is cruelly small. After retirement, free medical attendance and rent-free quarters cease, making the pensioner's lot all the more difficult. On so small a pension he is unable to leave the country, and only goes to swell the ranks of the needy and impoverished; which is neither good for the Government nor for the individual.

The present maximum pay of Superintendent, viz., Rs. 400, is precisely what it was upward of 40 years ago. These officers are either very much underpaid now or were very much overpaid before. To prove that they were not overpaid before, we find the Commissioner of the Department representing in 1885, that the pay of the Superintendent was inadequate; and that many of the officers, more especially the married men, were hopelessly indebted; and expressing his opinion that "it is difficult to see how this can be otherwise." In the following year we find that the then Secretary of State for India realized the inadequacy of the pay, and sanctioned the raising of the pay of the Superintendents, 1st grade, from Rs. 400 to Rs. 500. This is sufficient proof that, as far back as 1886, it was found that the maximum pay of Superintendents was insufficient. If Rs. 405 was considered insufficient then, what ought it to be considered now? True, the Public Services Commission of 1886-87, reduced the pay again to Rs. 400; but this was not because they considered the officers were being overpaid, for they placed it on record that, "when recruitment is resumed the orders directing the reduction of salaries should be re-considered"; and we find Mr. A. O. Hume, the then

Commissioner of the Department, emphatically protesting against the reduction of the pay of the Superintendents, and stigmatising it as "an error of the greatest magnitude." It is clear from the evidence on record that 28 years ago Rs. 400 was found insufficient for Superintendents of the 1st grade, and Rs. 500 was not considered too much for them. Of recent years we find the pay of all Departments from the lowest to the highest grades being improved; solely and wholly on the grounds of the enormous increase in the cost of living; and even in our own Department, to pay of all ranks has been improved, Superintendents alone excepted; why or where has never been satisfactorily explained. By improving the pay of the seven superior appointments in the Department, the majority of the service has not been benefited. It has already been shown that the majority of men retire on pension from the 1st grade of Superintendents. This being so, no scheme of improvement will benefit the Department, as a whole, unless the pay of the grade from which the majority retire is increased. The argument that the good man has naught to fear for he can steeplechase over his confrères into the elysium of the superior grades is fallacious, for there are a very limited number of such appointments and the majority must do without them.

If further evidence of the difficulties and hardships under which the Department is labouring is needed, we have only to glance at the disposition list of the Department to see how many officers have been able to take advantage of the furlough rules. Twenty-six officers are entitled to furlough; but only eight out of these have been able to take advantage of the concession, and even these eight have not been able to take the whole of the leave to which they are entitled. Here is silent and unimpeachable testimony of the state of affairs in the service; for no one—not even in the best and most comfortable of services—willingly foregoes the leave to which his service entitles him. Let it not be thought that Salt Officers have no need and no desire for relaxation and rest; for, if there is any service in India, the members of which require change and rest, it is the Salt Department. To work year in and year out without change and rest, is good neither for the service nor for its members.

In 1910, the Superintendents and Assistant Superintendents of the Department submitted a memorial for the betterment of their pay and prospects. The only changes sanctioned provided for an increase of Rs. 50 in the local allowance paid to the Superintendent of the Mayo mines, and conferred local allowances of Rs. 100 upon the Superintendent-in-charge of the Worthgange depôt at Khewra, and the Superintendent-in-charge of the manufacture branch at Sambhar. A similar allowance of Rs. 50 was granted to the two officers posted at Pachhadra. The number of I. grade superintendents was increased by one, i.e., from 6 to 7; but a corresponding reduction was made in the number of III. grade appointments, the number being reduced from 8 to 7. Further the rule requiring a probationary period of one year in the IV. grade of Superintendents was abolished. On the other hand, the Assistant Commissionership of Didwana was abolished; the net result being that Superintendents and Assistant Superintendents were left in a less favourable position than before. At the same time a very large economy was effected in the cost of the lower grades in the Department, consequent upon the reduction of a number of Inspectorships; and the Government effected a saving of Rs. 34,958 per annum. In the face of the hardships and inadequacy of pay of the officers of the Department and the increased work and responsibilities thrown on them as the result of the wholesale reduction in the staff, the whole or a part of the amount saved, viz., Rs. 34,958 might reasonably have been set-off against the cost of improving the pay in the grades most needing it.

In addition to the local allowances already referred to, the following posts carry special allowances.

Assistant Commissioner, Kohat Division	-	Rs. 100
Superintendent of Jattu Division	.	100
" " Bahadar Khel Division	-	100

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[Continued.]

	Rs.
Superintendents of Malgin Division - -	50
" " Warcha Mine - -	50
Superintendent and personal assistant to Commissioner - - - -	50

Officers stationed at the salt sources are provided with rent-free quarters; and Superintendents and Assistant Superintendents employed in the Internal Branch in the United Provinces of Agra and Oudh and in Behar are allowed house rent at Rs. 30, and Rs. 20 a month, respectively, from the 16th June to 30th September.

Horse allowance, it may be noted here, is not granted at any of the posts in the Department. This is very hard on officers who, at certain posts where no travelling allowance can be earned, have yet to keep horses for night patrolling and to carry them daily to and back from their work. A reasonable allowance for the upkeep of a horse should be granted by Government at all such posts.

While greatly appreciating the local allowances in the Department, it might be pointed out that they benefit only a small proportion of officers, and do not in any way improve the pay or the pension.

All services in which promotion is regulated by grades are apt to suffer from serious blocks in promotion. The Northern India Salt Revenue Department has been no exception. There have been very serious blocks in the past, officers having had to wait 10 and 12 years for promotion at a stretch, and unless the grades are now made incremental, more serious blocks in promotion will occur in the future. In a poorly paid Department, and in a Department moreover in which extension of service after 55 are liberally granted, an incremental system of promotion is the most satisfactory. We see no objection to an incremental scale of pay up to the 1st grade of Superintendents as already recommended in this memorandum; but should the incremental system not meet with approval the following scheme might be adopted in its place, grade promotions being granted right through in leave vacancies:—

	Rs.
Probationers - - - -	150
3 Assistant Superintendents, II. grade -	200
4 " " " I. " -	250
9 Superintendents, IV. grade - -	300
8 " " III. " - -	400
7 " " II. " - -	500
6 " " I. " - -	600
3 Assistant Commissioners - - -	700
1 " " Commissioner - - -	800
1 " " " - - -	900
1 " " " - - -	1,000
1 Deputy Commissioner - - -	1,200-100-1,500

The increased cost of the incremental scale of pay will be Rs. 4,767½ monthly; and of the scale above Rs. 4,333½ monthly.

An increase in expenditure *must* be faced if the high standard of integrity and efficiency, which has been so marked a feature of the Department in the past, is to be maintained. When out of six candidates nominated only two appear at the examination, as happened in 1912, the service must be *very* unattractive indeed.

The scale of travelling allowance in the Department is as follows:—

—	Railway Fare.	Mileage.			Diem Allowance.		
		Rs.	A.	P.	Rs.	A.	P.
Deputy Commissioner	Double, I. class	0	8	0	7	S	0
Assistant Commissioner.	" "	0	8	0	5	0	0
Superintendent -	Double, II. class	0	8	0	4	0	0
Assistant Superintendent.	" "	0	8	0	3	0	0

The scale for the Deputy Commissioner and Assistant Commissioners is satisfactory and falls for no

change. In the case of Superintendents the scale for mileage and diem allowance is also satisfactory, and no change is recommended, but in the matter of travelling allowance by rail they are not sufficiently generously treated. Superintendents are officers of full gazetted status and should not be required to travel second class on Indian railways. The second class on Indian railways is now used by all sorts and conditions of people, and it is both unbecoming and hurtful to the self-respect of a gazetted officer to travel in this class. The privileges attaching to gazetted rank should be extended to him so that he may be able to travel in a manner befitting his position. An officer's sense of self-respect should be fostered rather than crushed.

Moreover, two second class fares do not cover an officer's expenses when travelling by rail. For short journeys he can stand the loss, but in the case of long transfers, when he has to take all the members of his family, servants, and household property with him, the loss is very considerable. The places which he leaves and proceeds to do not offer facilities to dispose of and acquire articles of furniture, &c., which must, therefore, be transported regardless of the expense involved.

Before closing the subject of pay and allowances it should be stated that the Superintendents and Assistant Superintendents of the Department submitted a second memorial to the Government of India in 1912, praying:—

(i) That the pay and prospects of the Department might be improved;

(ii) That a time-scale of pay may replace the present system of grading;

(iii) That in leave vacancies there may be acting promotion if time-scale pay were not conceded;

(iv) That Superintendents may be granted double first class fare when travelling on duty by rail.

In forwarding the memorial to the Government of India the Commissioner of the Department recommended:—

(i) That Superintendents should receive double first class travelling allowance for railway journeys on occasions of transfer from one station to another;

(ii) That acting promotions from grade to grade should be given to the Superintendent and Assistants Superintendents; and

(iii) That the pay of Probationers should be raised from Rs. 100 to Rs. 150.

The memorial, however, was rejected in entirety by the Government of India.

77,747. (V.) Conditions of Leave.—The leave rules are, speaking generally, satisfactory, but we would submit the following points for favourable consideration:—

I. Officers to whom the European service leave rules apply are enabled under Article 308 (3) to avail themselves of furlough due, after an interval of 18 months from date of last return from privilege leave of over six weeks' duration and the furlough or privilege leave, if any, with which the furlough is combined, &c. The appointment of Deputy Commissioner and Assistant Commissioner came within the scope of the European service leave rules, but the appointment of Superintendent is governed by the Indian service leave rules.

Article 338 of the Indian service leave rules does not permit the taking of furlough, although due, at shorter intervals than eight years. This rule is extremely hard for European officers, and it is recommended that the concessions laid down in Article 308 (3) of the Civil Service Regulations be extended to Superintendents of the Northern India Salt Department.

II. An officer finding himself unable, from stress of financial circumstances, to avail himself of the furlough to which he is entitled might be permitted to commute it for a shorter period of leave on full pay. This would not hurt the service, would not necessitate increased expenditure, and would prove a boon to poorly-paid officers.

III. Furlough allowances *out of India* should be raised to two-thirds of the pay.

IV. Officers of the Indian services proceeding to the British Isles on leave on medical certificate should

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[Continued.]

receive free medical attendance while on such leave at home.

77,748. (VI.) Conditions of Pensions.—The present rules governing pensions are, speaking generally, satisfactory, but the rule allowing officers to retire on half-pay pension after 25 years' pensionable service, without a medical certificate, should be extended to the Northern India Salt Department.

The rule permitting officers in certain of the services to remain on in service till the age of 60 years should be restricted to very special cases.

Officers of ordinary average abilities and attainments who can very easily be replaced should not be granted extension of service as a matter of course.

77,749. (VII.) Limitations in the Employment of Non-Europeans.—The Northern India Salt Revenue Department is one of the services in which a proportion of Europeans has always been held by the Government of India to be indispensable. This being so, a maximum should be laid down for non-Europeans, and we would suggest that this maximum should be 25 per cent., half these appointments going, as far as practicable, to Hindus and the remaining moiety to Muhammadans.

For the rest we should prefer to give our evidence orally on this point, for although every man is entitled to hold whatever views and opinions he may choose, a

great deal of trouble and bickering might be avoided by abstaining from proclaiming those views and opinions from the housetops.

77,750. (VIII.) Relations of the Service with the Indian Civil Service and other Services.—The Commissioner of the Department is, and has always been, a member of the Indian Civil Service. That is as it should be, and we desire no change, but we would recommend that the Deputy Commissioner, the departmental head of the service, be permitted to officiate for the Commissioner in all leave vacancies. This would give promotion all down the line, and even temporary promotion is a god-send in a badly-paid service.

77,751. (IX.) Any other Points within the Terms of Reference to the Royal Commission not covered by the Preceding Heads.—I. That all officers be permitted to commute the whole or a part of their pension for cash payments.

II. That officers of the poorer-paid services desirous of leaving the country on retirement be granted a small cash bonus by Government (in addition to the usual pension), to enable them to meet the expenses of the voyage for themselves and for those dependent on them to England or the British Colonies. At present many European officers who would like to leave the country are unable to do so for want of means.

Mr. P. C. SCOTT O'CONNOR called and examined.

77,752. (*Lord Ronaldshay.*) The witness stated that he was the first man to enter the Department by competition in the year 1892. He joined on Rs. 150 and was now drawing Rs. 560. During his service several reductions had been made in the Department, and this combined with extensions of service to officers after the age of 55 years, had resulted in a block in promotion, and for 9 or 10 consecutive years he had received no promotion at all. He supported the joint memorandum sent in by the officers of the Department, and had been authorised by the officers to appear on their behalf. Although there were a few points on which there was some disagreement, the written statement, as a whole, represented the opinion of the majority. Some notes received from the senior Indian in the Department had been incorporated in it and therefore he thought it also represented Indian opinion. The Indian officials were given copies of the written statement after it was printed and assented to it generally except in connection with one or two points. There was no time, however, to send the memorandum round for discussion before it was printed. The number of Indians at the present time amongst Superintendents and Assistant Superintendents was 9 out of 38, or 45 including the Deputy Commissioner and the Assistant Commissioners, amongst whom there were no Indians.

77,753. With regard to recruitment, some officers were of opinion that the promotion of subordinates as a matter of course should cease, and that subordinates should only be promoted in very exceptional cases, as the promotion of a large number of subordinates tended to bring down the status of the superior grades and did not improve that of the Inspectors. If promotion to the superior grades was closed to Inspectors the pay of Inspectors ought to be raised from Rs. 100 to Rs. 200. Generally speaking the Department approved of the system of recruitment by examination among nominated candidates, but considered that the system on nomination might be improved. Candidates should appear before the Commissioner or the Deputy Commissioners prior to being nominated, because although they might be suitable from an educational point of view they might not make suitable officers for the Department. Some officers were considered not to be up to the right standard socially. Nominations by the Commissioner were preferred to nominations by a Board. Direct recruitment to the Department was necessary as it could not be worked by promoted subordinates. The Commissioner of the Department ought to have the right to fill one in every three vacancies by direct appointment without competitive examination. This would enable him to maintain the

proportion of Europeans and Indians and to secure good men who could not wait for the next competitive examination.

77,754. The best method of recruiting Indians, he thought, would be partly by promotion of very deserving subordinates and partly by competition, and he considered it would be best to have a separate examination for Indians. If the percentage of Indians was fixed in the Department he believed the best results would be obtained by having an examination for Indians only with a separate examination for Europeans. The educational qualifications were the same except in regard to Urdu. There would also be less misunderstanding on the part of the Indian candidates who were refused nominations. He preferred direct recruitment himself to promotion from the lower ranks. A man who had been a subordinate for 20 years remained a subordinate, or, at least, that was the opinion he had formed from experience of the men who had been promoted. The present age-limits rather favoured the Indian candidate. Among the seven Indians in the cadre of 43 some had been promoted from the subordinate service, and probably not more than four Indians were now in the Department as the result of competitive examination. If the pay and prospects were improved a higher class of Indian would come in and there would be much more competition amongst Indian candidates. At present the Department was not an attractive one.

77,755. With regard to engineering duties assigned to officers of the Department, there was no money limit to the work they had to undertake. A recent tunnel, for example, in the Khenrah Mine was being carried out by an officer of the Department at an estimated cost of Rs. 90,000. At the same time he would not recruit any officers from the Engineering Colleges. If the officers had a proper training at Rurki they would be better, but the men of the Department were competent now to do any engineering work which was required.

77,756. With regard to pay the witness said that a Probationer on Rs. 100 had to provide himself with a horse, saddlery, and furniture, a horse being a necessity having regard to the duties which had to be performed, such as getting to and from work, inspecting posts, and patrolling at night. The maximum pay of a Superintendent was now not more than it was 40 years ago, Rs. 400, and most men could only look forward to retiring from that grade on a pension of Rs. 200. There were 41 Superintendents in the Department on the 1st January 1891, and of those no more than 12 rose to the grade of Assistant Commissioner. In the year 1886 a maximum pay of

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[Continued.]

Rs. 500 was sanctioned. The Department was, therefore, asking for a rise of only Rs. 100 over the pay of 27 years ago. The cost of living had risen at least 33 per cent. during the past 27 years; so that Rs. 600—the pay now asked for for Superintendents 1st Grade—was not even the equivalent of Rs. 500 27 years ago.

77,757. With regard to the method by which salaries were paid, witness thought most of the Department preferred a time-scale, and the time-scale might be up to and including the grade of Superintendent, beyond which selection might come in. There was no stage in a Superintendent's career where his duties become more responsible; a Superintendent of the III. grade might be doing the duty which a Superintendent of the I. grade had been doing in the previous year. There would be no reason for selecting men as long as they were in the Superintendent's grade. If a time-scale were introduced, the present allowances should not be absorbed but should continue, because they were only given at posts where the work was difficult or a good deal of touring had to be done. The special allowances were attached to posts to compensate the holders for the hardships suffered and the onerous nature of the duty performed. The local allowances did not improve the pay or pension or leave allowances and sometimes acted rather detrimentally. A man who was holding a charge allowance post, although he might not be in good health, might not wish to give up the appointment. Unless the pay was very much improved—improved beyond what was asked for in the memorandum—the local allowances should not be absorbed, as the Commissioner would find it difficult to get men to serve willingly at the more isolated and difficult posts and on the North-West Frontier where men were exposed to danger.

77,758. With regard to the staff, it was only a skeleton one now, and he thought there was no possibility of reducing it. The pay and prospects were not sufficient to attract good candidates.

77,759. With regard to leave, the fact that it was not taken fully was attributable mainly to pecuniary difficulties. Out of 31 men who had furlough due to them now, only 14 have been able to take it, and those 14 had not been able to take the full amount. Witness himself had been 21 years in the Department, and had never been able to take a furlough as his pay would not permit him to do so. To remedy that state of affairs he maintained that furlough should be commuted for a small quantity of higher pay leave, and he did not think that would impose any additional expenditure upon the Government.

77,760. First class travelling allowance by rail should be given to Superintendents; they did not get it now. If that were done they would generally travel first class, except perhaps the lower ranks, who might continue to travel second. Government might, if they chose, demand certificates from officers in support of travelling allowance bills stating the class the officer travelled by. At the present time a Superintendent received double second class fare while on transfer, and if he was a married man with a family and servants and luggage accompanying him it would probably cost him five or six times the money he received from Government. Actual expenses should be reimbursed. Transfers in the Department were fairly frequent and formed an appreciable item of expense. During the whole of his service he had never been more than three years at a post, and the transfers were sometimes over very long distances, one of his transfers having been from a station on the Indus river to Bengal, something like 1,800 miles.

77,761. With reference to the proportion of Indians in the Service, he considered that in a Department which was a large Revenue Department, in which the strictest discipline had to be maintained, and in which a part of the subordinate establishment was armed, Europeans were necessary. Without any imputation on Indian officers he thought discipline was more efficiently obtained under European supervision. Moreover officers were posted in small colonies composed entirely of Salt officials, in two's and four's, and an

Indian officer placed in such a position would not be happy; he might be one amongst three Europeans. It would also affect the society of European officers. Social customs were so different that it was difficult for Europeans and Indians to live together in that way. The Department could find posts for 25 per cent. of Indians where they would be quite happy. The senior Indian Superintendent in the Department asked that it should be made 50 per cent. He also asked that the proportion of Hindus and Muhammadans in the Department should not be fixed; that Muhammadans should take their chance at the competitive examination. He also thought that the condition that candidates should be of good family was unnecessary in these enlightened and progressive days.

77,762. On the subject of pension, the witness said that by half-pay pension was meant half the pay of the last three years. He did not subscribe to the General Provident Fund, as, when it was started, he had already made provision for his family by taking out life policies. The General Provident Fund would not take the place of commutation of pension. An officer might put in 30 years' service and receive only what he had in the Provident Fund; it was his own money on which Government had only paid him 4 per cent. If an officer died shortly after leaving the Service his family received nothing from the Government. When a man put in 30 years' service he had a distinct claim on Government and he should receive something in the lump if he so desired. They asked to be entitled to commute the whole or part of the pension without any restriction. The claim to commutation would be surrendered if Government would agree to pay a certain sum to a pensioner's heirs in the event of a pensioner's death within a specified number of years. That would impose an additional expense upon the Government, but the officers thought they were entitled to ask for it.

77,763. (*Sir Murray Hammick.*) The witness said the Department might be divided into three branches, mining in the salt range, the manufacture of salt, and the supervision of the saltpetre industry. The Superintendent at the salt mines had complete control. It was really mining, not quarrying, as it was a very old mine with two miles of tunnel, and chambers 400 or 500 feet high. The Superintendent worked almost the whole day in the mine. The salt was brought to the depôt and the Superintendent in charge of the depôt had charge of the weighing. There were two Superintendents in charge of mines and a Superintendent at the depôt supervising the quality and the weighing of the salt. At Sambhur one Superintendent was in charge of the manufacture and another in charge of the weighing section. In connection with the supervision of the saltpetre industry there were eight circles with eight Superintendents, and they had to travel nine months in the year under canvas, drawing eight annas a mile for journeys over 20 miles by road, and Rs. 4 halting allowance. In July, August, and September they were at headquarters. The mining and manufacture of salt went on practically all the year round, although at Kheurah the miners during the rains left the mines and resided at the top of the hill. They worked in the mines all the hot weather. Out of the 29 Superintendents, eight were in the saltpetre industry, eight at the salt sources of Rajputana and on the mines, three or four on quarry operations, one at Sultanpur salt works, and one acted as personal assistant to the Commissioner. The men were often transferred from one branch of the work to another, so that a man was liable to be transferred from the Punjab to Bihar and to an entirely different life. Tents were supplied by Government and houses at all the salt sources. In Bihar and the United Provinces an officer received house rent during the rains for three months in the year, the rate being Rs. 30 for Superintendents and Rs. 20 for Assistants. If, during the time he was at headquarters, he had to go out on tour, he was docked of one rupee a day by the Government. A married Superintendent had to keep up a house all the year round and received nothing for it except for three months of the year, and it was very seldom a house could be obtained under Rs. 60 or 70. The

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[Continued.]

Superintendents at the salt works in the Punjab and Rajputana all had houses.

77,764. (*Mr. Chaubal.*) The witness said the Department was practically a Department for the collection of revenue due to Government, and because it had a large subordinate establishment he considered a European was necessary. He had no doubt there were other departments for the collection of revenue in which Indians were more largely employed, but such departments were much closer in touch with their district officers. He agreed that in the nature of the work itself there was nothing which made it impossible for an Indian to carry on the duties of collection of revenue. Of the nine Indians in the Service one was in the grade of Rs. 400, one in Rs. 300, three in Rs. 250, one in Rs. 175, one in Rs. 150, and two probationers on Rs. 100. Of the nine, four were recruited by competitive examination after nomination, one being an M.A. and the other three B.A.'s. All entered on Rs. 100 as probationers except one, and all the nine had prospects of rising up to an Assistant Commissionership, though up to the present no Indian had risen to that rank. Mr. Lakmir Singh was the first Indian under the competition rules and he had not reached the position yet. Only persons nominated by the Commissioner could appear for the competitive examination. Of the four who came in by competition one came in before the age of 22. It was feared that if Indians came in at 24 and 25 years of age they would compete with Europeans of 18 or 19, and it was considered that an officer coming into the Department at the age of 25 was not so easily trained as a younger man.

77,765. Practically all the Superintendents were suffering the hardships described in the written statement, but he would not go so far as to say that they were all of them in debt. With regard to men not taking the leave they were entitled to, he believed the main reason was one of money. If a man could live on his leave allowance he would probably take his leave. Owing to the insufficiency of the pay during leave the men did not take the rest from work which they ought to take and otherwise would take.

77,766. On the subject of competitive examination without nomination, the witness thought it was very necessary that the Commissioner should see the candidates, because there were other things outside book-learning that had to be considered, such as physique. The Department required men of good health and also of good family, and those two things should have weight. At present there were about an equal number of Muhammadans and Hindus in the Service. The representation of communities was another matter that had to be taken carefully into account, and that might or might not be taken into account in the competitive examination. Selecting from the first ten in the examination would not give such a wide field as that given by selection. He thought that not more than five should be nominated for one appointment.

77,767. (*Mr. Macdonald.*) The witness said officers were liable to be transferred not only from one part of the country to another, but from one kind of work to another kind of work. He thought it was better to have men who could serve in any posts in the Department, though there was nothing in common with many of them. A man who was a good mining superintendent would have to learn the duties of a superintendent of a salt production factory, as the experience in the one would not help him much in the other. All the work carried on, such as buildings and roads and bridges and tanks, was subsidiary to the main business of salt production. The work was done by direct labour and the Superintendent was personally responsible. He had no expert subordinate or any experienced foreman to assist him. There was a good deal of such work in the Department. The work was carried out on estimates prepared by officers and sanctioned by the Commissioner, the officers taking out all the quantities, doing the surveying, and producing the estimates, and they were held responsible. He himself had had no training at all for that kind of thing, but some of the officers had been to Rurki, and all had to

pass in plane table surveying, estimating, and plan-drawing. The officers really picked the work up.

77,768. He thought that the first three years of an officer's service should be considered a period of training, because a man had to study several branches; salt manufacture, chemical processes, mining, the manufacture of saltpetre, and a certain amount of engineering. If the technical part of the work was made a little more scientific the candidates who presented themselves for nomination would be of a much better class provided the pay also was attractive.

77,769. At present the status of the Service was slightly deteriorating, and it was to meet that that monetary inducements were proposed. Improving the Service by training, and thus putting the Service on a higher plane, would not draw a better type of officer without improvement in the pay. He thought there was an impression abroad that the Department was a sort of backwater. The pay was bad, the work very hard, and the life more arduous and isolated than that of any other Department in India, and altogether the Department was very low down in the scale of preference. As it was not possible to improve the conditions of the life of the officers their status should be raised, and there should be considerable improvement in their pay.

77,770. With regard to probationers, when a man was appointed a probationer on Rs. 100 he had to set up a separate establishment of his own, furnishing a house and keeping his own servants. At present there were only two probationers. No advance was made by the Government towards horse, saddlery and other expenses, and if money was lacking the officer had to go to the money-lender. Advances from Government would be of assistance.

77,771. With regard to leave, the witness said he had taken medical leave on two occasions and short periods of privilege leave but not his full period. He had now three months' privilege leave due to him but he could not take it, and he could not take furlough although he was due two years, as he was not able to do so, and probably would not be able to afford it during the present year.

77,772. (*Mr. Abdur Rahim.*) The witness said that many meetings were held in different places for the purpose of drawing up the written statement, those who did not attend the meetings sent in notes. He could not say whether any Indians attended the meetings, and he did not know whether they were invited, but notes were received from the senior Indian Superintendent at Agra, and he was asked by the officers to represent them in a deputation waiting upon the Head of the Department before it was known that the Department would be represented before the Commission. He could not say whether the written statement represented the views of the Indian members except that notes were received from the senior Superintendent for incorporation in the memorandum. No doubt Indians attended the meetings because he was asked to send them copies of the written statement and did so. There had been no time to consult officers in isolated posts.

77,773. There were four Muhammadans in the Service, two of whom entered by competition. The Commissioner received applications for appointments from Indians, but at present he believed there were not so many applying as formerly. A better class of Indians and non-Indians would be obtained by improved pay.

77,774. With regard to the commutation of pension he held that a man was due a reward after 30 years' service and he might be given the option of taking a smaller sum in cash or so much a month as pension. If he took money down he could buy property and settle down and the property would pass to his wife and children. As matters stood, if a man should die shortly after retiring on pension, and this frequently happened in the uncovenanted services, his pension would cease and his family would be left destitute.

77,775. (*Sir Theodore Morison.*) The witness said the question of commutation was based almost entirely

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[Continued.]

upon the belief that pension was deferred pay, as the officers considered they had a right to something after 30 years' service. He believed the Government had acknowledged that the pension was deferred pay.

77,776. There had been no reduction in the work of the Department owing to the reduction of the duty on salt, and the necessity of supervision was still as great as it used to be, although the temptation to illicit manufacture was less than formerly. The number of detected smuggling cases in Kohat was rising, the smuggling being more for personal consumption than for sale.

77,777. With regard to furlough, the statement that 26 officers were entitled to furlough, but only eight had been able to take advantage of the con-

cession, had been modified since, the numbers now being 14 and 31.

77,778. With regard to the restriction of the number of Indians in the Department, the 25 per cent. proportion suggested was not attained under the present system. The Department thought it ought to be fixed in the interests of Indians themselves as well as Europeans, and the officers would be prepared to see an immediate rise in the Indian proportion for the purposes of getting it definitely fixed.

77,779. (Mr. Buckley.) The witness said that, although the Department was a revenue collecting Department, it had nothing whatever to do with handling money; it was really a large preventive establishment.

The witness withdrew.

At Delhi, Saturday, 29th November 1913.

PRESENT:

THE EARL OF RONALDSHAY, M.P. (*in the Chair*).

Sir MURRAY HAMMICK, K.C.S.I., C.I.E.
Sir THEODORE MORISON, K.C.I.E.
MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.
JAMES RAMSAY MACDONALD, Esq., M.P.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

R. A. GAMBLE, Esq., I.C.S., Commissioner, Northern India Salt Revenue Department.

Written Statement relating to the Northern India Salt Revenue Department.

77,780. (I.) **Methods of Recruitment.**—The cadre of the superior executive grades of the Department is as follows:—

	Rupees a month.
1 Commissioner	2,500
1 Deputy Commissioner	1,200-40-1,400
1 Assistant Commissioner	1,000
1 " " "	900
4 " Commissioners	500-30-800
7 Superintendents, 1st grade	400
7 " 2nd "	350
7 " 3rd "	300
8 " 4th "	250
4 Assistant Superintendents, 1st grade	175
3 Assistant Superintendents, 2nd grade	150

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Probationary Assistant Superintendents receive a salary of Rs. 100 a month.

The appointment of Commissioner is reserved for a member of the Indian Civil Service. The remaining 43 appointments are made under rules sanctioned by the Government of India in a letter from the Finance Department, No. 4283 S.R., of the 30th August 1900, which are summarised below.

The Department is ordinarily recruited at a ratio of 3·8 per cent. *per annum* on the sanctioned strength, or, in other words, the number of appointments made is one and two in alternate years. The number of appointments offered to competitive examination is usually one a year. The second vacancy in each alternate year is allotted to a deserving subordinate, if forthcoming, or, failing that, is offered to competition.

The qualifications necessary for the acceptance of candidates for competitive examination are the following:—

(a) A candidate must not be under 18 or above 25 years of age.

(b) He must furnish a medical certificate of physical fitness, and must satisfy the Commissioner

(1) that he is of good moral character; and (2) that he is of active habits, is able to ride, and to make journeys on horseback.

Not less than three candidates and ordinarily not more than five are nominated for each expected vacancy.

The examination of nominated candidates is held in the following subjects:—

Compulsory Subjects.	Marks.
(1) English Composition. (In allotting marks clear and legible handwriting will be considered)	200
(2) Arithmetic	150
(3) English History and Literature (Elementary)	150
(4) Indian History from beginning of 17th century and Indian Geography	150
(5) Elementary Inorganic Chemistry	100

Optional Subjects.

One subject out of each of the following groups:—

(6) Euclid, Books I. to IV., Plane Trigonometry (Elementary)	100
Algebra up to and including Quadratic Equation	
(7) French, German, and Latin	100

Total 950

No candidate who fails to obtain 400 marks is appointed whatever his place in the examination.

A Probationary Assistant Superintendent is not confirmed in the appointment of Assistant Superintendent until—

(a) his service has been approved during a period of not less than one year's probation;

(b) he has passed in full the Departmental examination prescribed by the standing orders of the Department.

A Probationary Assistant Superintendent whose services are not approved, or who fails to pass the Departmental examination within one year from the date of his appointment, is liable to removal from his appointment.

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[Continued.]

Promoted subordinates must pass the Departmental examination or revert.

The present method of recruitment by competition among candidates nominated by the Commissioner has not been a success. There has been a marked falling off in the personnel, and we are not getting a really good class of candidates. Although there are doubtless other causes at work as well, the system of recruitment is, in my opinion, to a considerable extent responsible. We want men of good physique, active habits, power of control, and common sense rather than men who are able to beat others in a literary examination. It by no means follows that the candidate who is successful in the examination is the most suitable for the Department, and probably the fact of having to compete keeps a certain number of suitable candidates from seeking employment. No system of recruitment is perfect, but the best chance of success lies in a reversion to the method of direct nomination by the Commissioner without direct competitive examination. This is, I understand, the practice obtaining in Bombay. The Commissioner would, of course, satisfy himself before nominating a candidate that he has sufficient educational qualifications, and a further test could be applied in the subsequent Departmental examination, which might, if considered necessary, be revised in certain details with this object.

I would not fetter the discretion of the Commissioner in the matter of nomination. He should have the power of selecting candidates irrespective of race. There has recently been an increase in the number of Indian candidates for appointment. On the other hand, the number of European and Anglo-Indian candidates has fallen off.

The system of promoting subordinates should continue, but I would do away with the fixed proportion of one by promotion to two by nomination and leave the Commissioner discretion to appoint in any particular case either by nomination or promotion.

In regard to the age limit of 25, if my recommendation for abolishing the competitive examination is accepted I would propose no alteration. It is advisable that the range of choice should be as wide as possible, and 25 is the general age limit for recruitment in India.

77,781. (II.) System of Training and Probation.—The Departmental examination referred to embraces the following subjects:—The Laws and the Rules of the Department, Arithmetic, Plane Table Surveying, Plans and Estimates for Works and Buildings, Rutton's Handbook on Common Salt, and Urdu.

No special system of training has been prescribed for probationers, but as a rule they are posted to the most important centres of salt production, viz., the Sambhar Salt Lake and the Khewra Mine, to learn their work under the supervision of senior officers.

An officer who has passed the Departmental examination and has been confirmed in his appointment may also be deputed at any time to the Thomason Engineering College at Rurki for a six months' training in levelling and surveying.

I have no proposals to make under this head.

77,782. (III.) Conditions of Service.—Promotion to the various grades of Assistant Superintendent and Superintendent is given by seniority, subject, of course, to the work of an officer being satisfactory. Special promotion is in certain cases given for specially good work. Promotion to an Assistant Commissionership on Rs. 500-30-800 is given by selection, and the appointments of Senior Assistant Commissioner and Deputy Commissioner are also filled by selection.

All first appointments to the post of Assistant Commissioner, whether officiating or permanent, and all promotions involving the supersession of an officer in that grade, require the orders of the Government of India. Promotion to the appointment of Deputy Commissioner is also referred to the Government of India.

The duties of the Department are divided into two main branches (a) the manufacture, and mining and quarrying of salt and its issue to the public, and

(b) the protection of the Salt Revenue. For the latter purpose the areas in which there are exposures of rock salt, and the saline tracts, are patrolled in order to guard against the removal or illicit manufacture of salt, and supervision is also exercised over the manufacture of saltpetre, of which common salt is a bye-product, and sodium salts. All officers are liable to serve in either branch as circumstances may require. The operations of the Department extend over the North-West Frontier Province, the Punjab, the United Provinces, Behar, the Central Provinces, Rajputana, and Central India.

Life in the Department undoubtedly is hard, especially in regard to isolation and climate. Officers of the Department stationed on the frontier are also exposed to risks in repelling attacks or following in pursuit of trans-frontier raiders.

77,783. (IV.) Conditions of Salary.—The salaries of the various grades of officers have been given under Sub-head I. (paragraph 71,780) *ante*, but are here repeated for facility of reference:—

	Rs. a month.
1 Commissioner - - - -	2,500
1 Deputy Commissioner - -	1,200-40-1,400
1 Assistant Commissioner -	1,000
1 " " - - - -	900
4 " " - - - -	500-30-800
7 Superintendents, 1st grade -	400
7 " 2nd " - - - -	350
7 " 3rd " - - - -	300
8 " 4th " - - - -	250
4 Assistant Superintendents, 1st grade - - - -	175
3 Assistant Superintendents, 2nd grade - - - -	150
—	—
44 - - - Total.	—
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Probationary Assistant Superintendents receive a salary of Rs. 100 a month.

In addition the following local allowances are attached to the appointments mentioned:—

	Rs. a month
Assistant Commissioner, Kohat Mines Division	100
Superintendent, Bahadur Khel Circle, Kohat Mines Division - - - -	100
Superintendent, Jatta Circle, Kohat Mines Division - - - -	100
*Superintendent, Malgin Circle, Kohat Mines Division - - - -	50
Superintendent and Manager, Mayo Mine, Cis-Indus and Kalabagh Mines Division - -	150
Superintendent-in-charge, Warthganj depôt, Cis-Indus and Kalabagh Mines Division -	100
Superintendent or Assistant Superintendent-in-charge, Warcha Mine, Cis-Indus and Kalabagh Mines Division - - - -	50
Superintendent or Assistant Superintendent, Eastern Circle, Pachbhadra Division - -	50
Superintendent or Assistant Superintendent, Western Circle, Pachbhadra Division - -	50
Superintendent-in-charge, Manufacturing Circle, Sambhar, Sambhar Lake Division - - -	100
Superintendent and Personal Assistant to Commissioner - - - -	50

An Assistant Superintendent placed in charge of the Bahadur Khel or Jatta Circle, Kohat Mines Division, receives a local allowance of Rs. 50 per mensem.

All officers of the Department employed at the salt mines in the Punjab and the North-West Frontier Province, in the Rajanpur (Dera Ghazi Khan) Circle, at the Sultanpur salt works in the Punjab, and at the Rajputana salt sources, are provided with rent-free quarters.

* Subject to the condition that the allowance is inadmissible when the Superintendent's emoluments exceed Rs. 5,000 a year.

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[Continued.]

Superintendents and Assistant Superintendents employed in the Internal (i.e., Preventive) Branch in the United Provinces of Agra and Oudh and Behar are allowed house rent at Rs. 30 and Rs. 20 a month respectively, from the 16th June to 30th September, subject to a deduction of Rs. 1 for any day on which they draw travelling allowance.

Travelling allowances are allowed to officers on tour at the following scales:—

	Rate of Daily Allowance.	Class of Carriage allowed by Rail.	Mileage for Journeys by Road.
Commissioner - - -	Rs. a. p. 10 0 0	Double, 1st class.	8 Ae. a mile.
Deputy Commissioner -	7 8 0	"	"
Assistant Commissioner -	5 0 0	"	"
Superintendents - - -	4 0 0	Double, 2nd class.	"
Assistant Superintendent	3 0 0	"	"

On transfer, Assistant Superintendents being non-gazetted officers are alone allowed family travelling allowance under Article 1093 of the Civil Service Regulations.

I am of opinion that a substantial increase in the salaries of the several grades has now become necessary. The cost of living has greatly increased in recent years, and officers find it most difficult to live in accordance with their status and make both ends meet. The officers as already stated, carry on their work in many cases under hard conditions as to isolation and climate, and should receive adequate remuneration. A high standard of integrity is also necessary and has, I am glad to be able to say, hitherto existed, and this must be paid for. Moreover, the present salaries are not sufficient to attract the right class of recruit, and, as a rule, it is only men who cannot get employment in other Departments who join the Salt Department. What has hitherto principally stood in the way of a considerable increase in the pay of Superintendents is the scale of salaries which is in force in the corresponding services in Madras and Bombay. But whatever may be the case in those Presidencies, I now consider that the salaries in the Northern India Salt Department are inadequate, and that unless they are raised, the efficiency of the Department will be detrimentally affected, and suitable recruits will not be forthcoming.

In considering the question of the adequacy of salaries, the amount of pension to which an officer is entitled must also be borne in mind. The pension of an officer who does not rise above the position of Superintendent, 1st grade, on Rs. 400 is limited to Rs. 200 a month. This is a very small amount, especially when it is remembered that the majority of officers have the benefit of a house free of rent during their service, and this is lost on retirement.

I would recommend the grant of officiating promotion from grade to grade. It is to a great extent a question of terms. There is for all practical purposes very little, if any, distinction between a "grade" and a "class." If Superintendents were divided into classes instead of grades such officiating promotion would be admissible under rule. It is allowed in the case of Assistant Commissioners whose appointments are divided into classes.

In regard to the question of a time scale of pay, there is certainly a strong argument in its favour in that it obviates the hardship caused by blocks in promotion. On the other hand, in a Department such as mine it would do away with an incentive to good work, and would I fear tend to slackness and inefficiency. There is as matters stand a probability of a block in promotion hereafter in the Department, but it is difficult to prophesy with certainty in such a matter as a few unforeseen events upset all calculations in the case of a small cadre. Promotion has recently been rapid, and in the case of men who have received

rapid advancement, some retardation in promotion would not be so serious a hardship. Taking all the circumstances into consideration, I am not in favour of the introduction of a time scale in the Northern India Salt Department. This was also the conclusion arrived at by my predecessor, Sir Richard Dane.

In the case of journeys on transfer the rate of travelling allowance now admissible is not sufficient. The general question of travelling allowance on transfer has probably been under consideration by the Royal Commission and the officers of my Department should get the benefit of any general changes that may be decided upon. In their case the rules operate with special harshness, as they often have transfers to great distances.

No provision is made in the cadre for leave. An addition to the cadre should be made for this purpose.

77,784. (V.) Conditions of Leave.—The conditions of leave applicable to officers of the rank of Deputy Commissioner and Assistant Commissioner are those contained in the Civil Service Regulations, Chapter XIII, Long leave—European Services. Superintendents and Assistant Superintendents are subject to the Indian Services Leave Rules in Chapter XIV. All officers come under the ordinary rules for privilege leave.

Whatever general changes are made in the leave rules will presumably apply to my Department equally with others, and it does not appear necessary for me to offer detailed suggestions. I may, however, offer the opinion that it is advisable that some period of furlough on full pay should be allowed instead of on half pay only. Officers in the lower paid services can rarely take furlough on half pay, and they are crippled financially when they do so.

Further, instead of having hard and fast rules as to the periods after which furlough can be taken, a preferable system would, in my opinion, be to maintain a ledger account for each officer of the amount of furlough earned and availed of, and to allow furlough, within a prescribed maximum, to be taken at any time, provided the officer can be conveniently spared.

77,785. (VI.) Conditions of Pension.—The conditions of pension are those applicable to all services except those specified in Art. 349, Civil Service Regulations, and are contained in Chapters XV. to XIX.

Here, again, any changes which will apply to the services generally will affect my Department. The only points on which I would make suggestions are (a) that the maximum pension of Rs. 5,000 should be raised to Rs. 6,000, and (b) that the appointment of Deputy Commissioner, Northern India Salt Revenue Department, should be included among those qualifying for a special pension. The Government of India recommended (b), but the proposal was not accepted by the Secretary of State.

77,786. (VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing division of services into Imperial and Provincial.—No limitations exist as to the employment of non-Europeans in the Department. As I have already stated, I am of opinion that the Commissioner should have the power of selection irrespective of race. At the same time, I consider that it is necessary, in the interests of discipline and efficiency in certain areas and the safeguarding of the salt revenue, to maintain a European (including Anglo-Indian) element in the Department. For instance, on the North-West Frontier, where an armed establishment is maintained to guard against the extensive and numerous exposures of rock salt, European officers are required.

77,787. (VIII.) The relations of the Service with the Indian Civil Service and other Services.—The Department has no special relation with other services except in so far as (1) the Commissioner of the Department is a member of the Indian Civil Service, and (2) the Deputy Commissioner of Kohat is, for special political considerations, *ex-officio* a Deputy Commissioner of the Department in respect of the Kohat salt mines.

29 November 1913.]

Mr. R. A. GAMBLE.

[Continued.]

Mr. R. A. GAMBLE called and examined.

77,788. (*Lord Ronaldshay*.) The witness said he was appointed Commissioner of the Northern India Salt Revenue Department in November 1907, but had acted on a previous occasion for over a year. He was a member of the Indian Civil Service, and had had no experience of the work in the Salt Revenue Department before being appointed Commissioner, but he found no difficulty in making himself acquainted with it. Some experience, however, was required before a man could become an efficient head, as two or three years must elapse before the working of the Department was thoroughly understood. He would not, however, on those grounds recommend that the post should not be held by a member of the Indian Civil Service.

77,789. The witness disapproved of the present system of recruitment by a restricted competitive examination. He had once recommended that the system should be given a more extended trial, but further experience had convinced him that there should be a change.

77,790. On a recent occasion out of four nominated candidates, not six, as had erroneously been stated by a previous witness, only two presented themselves for the examination. One who did not appear had found employment elsewhere in the meantime. There had been several cases in which young men who had been nominated had not appeared, and he believed that was in some cases due to their preferring to go into other Departments. Sickness was sometimes put forward as a reason for not appearing. His main ground for wishing to abolish the examination was that he did not think a literary examination was a real test for employment in the Department.

77,791. Men were required with good physique and fond of outdoor pursuits. In making nominations he was obliged to nominate at least three, and one might be distinctly superior to the other two. Generally speaking applications were received for posts, but he had also written to schools, without getting much response. There was no advertising in the papers for candidates. He did not contemplate any change, as the Department was well known all over the north of India.

77,792. The witness considered there was something in the complaint that the present age limits were unfair to the Anglo-Indian community, because as a rule the Anglo-Indian could not afford to keep his son much beyond 20. If the examination was retained he thought the age might be reduced to 22 as the maximum.

77,793. With regard to the cadre, the witness did not think it would be possible to recruit the Department from other Departments, as, for instance, from the Public Works Department for Mining, and from the Police Department for preventive work. Men could not be kept indefinitely in one appointment; they required the general training of the Department, which was not really split up into two distinct branches. The division made in his written statement of the duties into two main branches was a very rough one and interchangeability between the offices was desirable. Some officers had to do both classes of duties. Hitherto the Department had provided officers who were competent to carry out all the engineering work that came within its scope. There were not many works of great importance, and where important work occurred specially selected men were taken from the Department; if there were no really good men it was always possible to call on the Public Works Department for assistance.

77,794. With reference to the work of Assistant Commissioners and Superintendents, the witness said the Assistant Commissioner was responsible to the Commissioner for the whole of the work in the division and also had a great deal of office work. The Superintendent had much less responsible and important duties, and not, as a rule, much office work. The best of the Superintendents were required for Assistant Commissioners. The Deputy Commissioner was the depository of all the technical knowledge and history of the

Department, and the general adviser of the Commissioner on every question of importance that arose. A new Commissioner coming into the Department would be at a considerable loss without an experienced Deputy Commissioner. There had been cases in which the Deputy Commissioner had acted when the Commissioner was on leave, but, as a rule, he would not recommend that practice except in quite short vacancies.

77,795. The witness said Indians were employed both on preventive work and on the manufacture of salt. It was important to have a certain number of Europeans for various posts. He had mentioned some such posts in his written statement. Another was that of Assistant Superintendent of the mine at Khewra, who should ordinarily be a European or Anglo-Indian, as there were nearly a thousand workmen employed in the mine who were very troublesome people, and the sanitation of the mining village was also in his hands. It was a very difficult and responsible post.

77,796. There were nine Indians, including two probationers, in the Department, and five of the nine were promoted subordinates, men specially selected for promotion because of their qualifications. They were generally well educated men with a good knowledge of English. A higher class of directly recruited men was required, and if the pay was increased he hoped to obtain a class decidedly superior to what was being obtained now. There was at present no great difference between directly recruited men and promoted subordinates, but a good recruit might be lost or the promotion of a good subordinate be unduly delayed if discretion were not left to the head of the Department in regard to the proportion to be recruited by nomination and by promotion. According to the Government of India rules, if, in the case of a vacancy ordinarily to be filled by promotion, no man was fit for promotion, the Commissioner could appoint after nomination and examination, but if a man was fit for promotion he had to be promoted.

77,797. Probationary Assistant Inspectors were liable to be dismissed if they had not proved satisfactory during their year of probation, but that happened very rarely. He could only remember three cases of probationers who had failed in the examination and had been turned out of the Department. A man who did not pass the examination at first was generally given another chance if his work was satisfactory; but the man whose work was not satisfactory had to go.

77,798. With regard to salaries, under the present system an officer's work frequently came under review with reference to promotion. A man who knew that his promotion depended on his work had a much greater incentive to make himself efficient. A man who did specially good work sometimes received promotion over the heads of others. His main reason for objecting to a time scale was that in the Department it was necessary to have a stronger incentive to good work than a time scale would provide. A time scale going right up through Assistant Commissioners would be a very great mistake. He recognised the difficulty of an officer's remuneration depending, not on the amount of service rendered, but on the accidents of death, or retirement, or bad recruitment; but it was a question as between efficiency and possible hardship, and he had come to the conclusion that efficiency was the object to be aimed at. He thought a kind of compromise between the time scale and the ordinary scale, i.e., an incremental scale, was not open to the same objection, as an officer's work would still come under review. A man, for instance, in the grade of Rs. 300 rising to Rs. 400 would have his work reviewed before promotion to the next higher grade, and would have some incentive to work. An incremental scale would not absolutely stop blocks, but it would mitigate the hardships, because a man would receive an increment in each of the five years which it would take him to rise from the lowest to the

APPENDICES.

LIST OF APPENDICES.

I.—STATEMENT of the CIVIL APPOINTMENTS on Rs. 200 a month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS, on the 1st April 1913, in the NORTHERN INDIA SALT REVENUE DEPARTMENT.

II.—OFFICIALS and NON-OFFICIALS who furnished WRITTEN EVIDENCE to the ROYAL COMMISSION in connection with their ENQUIRY into the NORTHERN INDIA SALT REVENUE DEPARTMENT, but who were not ORALLY EXAMINED.

APPENDIX I.

STATEMENT of the CIVIL APPOINTMENTS on Rs. 200 a Month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS, on the 1st April 1913, in the NORTHERN INDIA SALT REVENUE DEPARTMENT.

Pay.	Number of Employés in each Grade or Class.															
	Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadians.	Indian Christians.	Buddhists.
				Brahmans (including Shenvis).	Kshatryas.	Kaiyasthas (including Prabhus).	Baniyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs, and Parsis (cols. 11 to 13).			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	8	2	3	1	—	—	—	—	1	2	1	—	3	—	—	—
300—400	14	5	8	—	—	—	—	—	—	—	—	—	—	1	—	—
400—500	7	4	2	—	—	—	—	—	—	—	1	—	1	—	—	—
500—600	3	2	1	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	36	16	15	1	—	—	—	—	1	2	2	—	4	1	—	—

APPENDIX II.

OFFICIALS and NON-OFFICIALS who furnished WRITTEN EVIDENCE to the ROYAL COMMISSION in connection with their ENQUIRY into the NORTHERN INDIA SALT REVENUE DEPARTMENT, but who were not ORALLY EXAMINED.

1. H. O'DONNELL, Esq., Superintendent, Northern India Salt Revenue Department.
2. JAGAN NATH, Esq., late Professor of Science, Khalsa College, Sambhar.

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from Other departments, impossibility of, <i>Gamble</i>	77,793
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BY PROMOTION:

Abolition of, desired by some officers, <i>O'Connor</i>	77,753
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Continuance of system advocated, but fixed pro- portion should be done away with, <i>Gamble</i>	77,780
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Disadvantages, <i>O'Connor</i> - - - - -	77,754
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Recruitment—continued.**BY PROMOTION—continued.**

Rule *re*, *Gamble* - - - - - 77,796
 System, *O'Connor*, 77,744; *Gamble*, 77,780.
 Rate, *O'Connor*, 77,744; *Gamble*, 77,780.

Retirement:

Extensions, should not be granted to officers of average abilities, &c., who are easily replaceable, *O'Connor* - - - - - 77,748
 Majority from first grade of superintendents, *O'Connor* 77,746, 77,756
 Officers of poorer-paid services desiring to leave country on, small cash bonus to, advocated, *O'Connor* - - - - - 77,751
 Retention in service till 60, should be restricted to very special cases, *O'Connor* - - - - - 77,748

Rurki Engineering College, training in, and all officers should receive fuller training there, *O'Connor*, 77,745, 77,755; *Gamble*, 77,781.

S.**Salt Revenue Department:**

Cadre of superior executive grades, *Gamble* 77,780
 Disadvantages and hardships of service, *O'Connor*, 77,746, 77,765, 77,769; *Gamble*, 77,782.
 Duties of, and area of operations, *O'Connor*, 77,779; *Gamble*, 77,782.
 Net revenue, 1911-12, *O'Connor* - - - - - 77,746
 Preventive Establishment, retention of, advisable, *Gamble* - - - - - 77,812
 Retention of one service for whole of Northern India advisable, *Gamble* - - - - - 77,804-5
 Staff, no possibility of reduction, *O'Connor* - 77,758
 Written statement on behalf of officers, and particulars *re* drawing up of, &c., *O'Connor* 77,744-51, 77,752, 77,772
 Sources: provision of houses or tents at, *O'Connor* 77,746, 77,763

TAX, REDUCTION:

Preventive establishment reduced since, *Gamble* 77,812
 no Reduction in work as result, *O'Connor* - 77,776
See also Sambkhar.

Saltpetre industry, circle system, *O'Connor* - 77,763

Sambhar:

Probationers posted to, to learn work, *Gamble* 77,781
 Superintendents, duties of, *O'Connor* - - 77,763

Special allowances (see under Pay).**Superintendents:****ASSISTANT:**

Lowest grade, proposal *re*, *Gamble* - - - 77,800
 Memorial of 1912, *O'Connor* - - - - - 77,746
 Distribution, *O'Connor* - - - - - 77,763
 Memorial of 1912, *O'Connor* - - - - - 77,746
 Pay, inadequacy of, and increase advocated, *O'Connor* - - - - - 77,746, 77,765-6
 Pay and grading, alterations as result of memorial in 1910, *O'Connor* - - - - - 77,746
 Pension, *Gamble* - - - - - 77,783
 at Salt mines, functions, *O'Connor* - - - 77,763
 Work of, *Gamble* - - - - - 77,794

T.**Time-scale (see under Promotion).****Training:**

every Officer should have fair training in both manufacturing and mining branches, *O'Connor* 77,745, 77,767
 Posting of officers on manufacture operations at Sambhar and to mine at Khewra during first two years suggested, *O'Connor* - - - - - 77,745
 at Rurki Engineering College and suggestion, *O'Connor*, 77,745, 77,755; *Gamble*, 77,781.
 no Special system, *O'Connor*, 77,745; *Gamble*, 77,781.
 Three years' scheme for, and no officer should be allowed to marry until completion, *O'Connor* 77,745, 77,768

Travelling allowance (see under Pay).**U.****United Provinces of Agra and Oudh:**

Preventive establishment and manufacture of salt-petre, question of Excise Department taking over, *Gamble* - - - - - 77,805
 Salt officers house rent allowances, *O'Connor*, 77,746, 77,763; *Gamble*, 77,783.

W.

Warcha Mine, superintendent, special allowance, *O'Connor*, 77,746; *Gamble*, 77,783.