

EAST INDIA (CIVIL SERVICE EXAMINATIONS).

P A P E R S

RELATING TO THE

QUESTION OF HOLDING SIMULTANEOUS EXAMINATIONS IN INDIA AND ENGLAND

FOR THE

INDIAN CIVIL SERVICE.

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



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Simultaneous Examinations in England and India for the Civil Service of India.

India Office,
London, 22nd June 1893.

Public,
No. 61.

To His Excellency The Most Honourable The Governor General of India in Council.

My Lord Marquis,

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

EXTRACT from LETTER, No. 62 of 1893, from the GOVERNMENT OF INDIA to the SECRETARY OF STATE, dated 1st November 1893. Received 17th November 1893.

We have the honour to reply to your Lordship's Public Despatch, No. 61, dated the 22nd June 1893, on the subject of a Resolution passed by the House of Commons as to the holding of simultaneous examinations in India and in England for the Indian Civil Service. Your Lordship has requested us to inquire carefully into the subject, and to report in what mode and under what conditions and limitations the Resolution could be carried into effect.

We desire to say at the outset that we are in entire agreement with the principle involved in the Resolution, so far as it implies that natives of India should be employed as extensively as possible in our Civil Services consistently with efficient administration and the strength and stability of British rule. We have every sympathy with the reasonable desires and legitimate aspirations of natives for employment in the higher branches of our Public Service; and it is hardly necessary to remind your Lordship that for more than 20 years the Government of India have been anxiously considering, not without substantial results, how the sphere of their employment can be enlarged, and under what conditions and to what extent the more responsible offices of the Administration can be reserved for or opened to them.

Although we had only recently completed our reorganisation of those departments of the Public Service to which the Indian Civil Service belongs, after a careful consideration, in communication with your predecessor and with Local Governments and Administrations, of the Report of the Public Service Commission appointed by Lord Dufferin's Government in 1886-87, we proceeded at once, on receipt of your Despatch, to consider the subject afresh from all its bearings. We consulted Local Governments and Administrations as to the practicability and expediency of giving effect in its entirety to the Resolution of the House of Commons; and we instructed them in the event of their finding that it was altogether impossible to adopt this course, to consider whether effect could be given to the Resolution in a modified form and subject to any conditions and restrictions. While in no way limiting their discretion as to any schemes which they might think fit to suggest, we placed before them certain alternative methods to which we were of opinion that consideration might be given.

We now forward for your information copies of our letter of reference (enclosure No. 1 with enclosure No. 2) and of the replies received from Local Governments and Administrations (enclosures Nos. 3 to 10).

The first of these recapitulates, in a summary form which we hope will be found convenient, the previous history of the measures taken to give effect to the policy embodied in the Statute of 1870 (33 Vict. c. 3. s. 6), of affording additional facilities for the employment of natives of India, of proved merit and ability, in the Civil Service of Her Majesty in this country; it recounts the recommendations of the Public Service Commission of 1886-87, the measures actually carried out on a consideration of the report of the Commission, and the discussions which have taken place on the special subject now referred to us—that of establishing simultaneous examinations in England and India for admission to the Indian Civil Service; and it concludes with such suggestions as seemed useful for the consideration of the Local Governments and Administrations in dealing with the application of the principle of competition to the recruitment of the Public Service in India.

We think that on a perusal of the replies enclosed it will be admitted that the Local Governments and Administrations consulted have responded to the call thus made upon them with a full sense of the momentous importance of the issues involved, and with an earnest desire adequately to discharge the weighty responsibility laid upon them by your Lordship's action upon the Resolution of the House of Commons. To use the words employed in your Despatch, No. 1, dated the 8th January 1885—"there is no question more intimately connected with the good government of India, and indeed with the stability of the Indian Empire, than the question of the best mode of recruiting the Civil Service." The papers thus contributed to the discussion will,

we doubt not, be read with the deepest interest as expressing the deliberate opinion of eminent men possessing great and varied experience of all parts of India, and of almost all spheres of official activity, and will receive at the hands of Her Majesty's Government the consideration to which they are entitled by the ability and position of the writers. We would specially call attention to the replies from the Government of the North-western Provinces and Oudh and that of the Punjab. Sir Charles Crosthwaite, as your Lordship is aware, has spent more than 35 years of his life in the service of Her Majesty in this country. After a long and ripe experience of the North-western Provinces, to which he has now returned as Lieutenant-Governor, he was chosen to be a Commissioner, afterwards Judicial Commissioner, and then (after a year's experience as Officiating Chief Commissioner of British Burma) Chief Commissioner in the Central Provinces. Having ruled those provinces for two years, he was in March 1887 entrusted with the still more arduous and responsible task of organising the Government and conducting the administration of Upper and Lower Burma—a task which for three years he discharged with conspicuous ability and success. Called thence to the Executive Council of the Governor General, he has now attained the highest office open to his Service, and speaks with the accumulated authority of his experience as District Magistrate, as Revenue Officer, as Civil and Criminal Judge of the highest Provincial Court, and as Governor of three Provinces. Sir Dennis Fitzpatrick's experience has been no less varied and extensive. In the course of nearly 35 years he has been District Officer in the Punjab, Secretary to the Government of India in two departments, Judge of the Punjab Chief Court, Chief Commissioner of the Central Provinces, Resident in Mysore, Chief Commissioner of Assam, and Resident at Hyderabad and Chief Commissioner of Berar; and now as Lieutenant-Governor he administers the great and important frontier province in which he began his career.

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

With these preliminary remarks, we now pass to the consideration of the bearing of the Resolution of the House of Commons on the constitution of the Indian Civil Service.

We have first to call attention to the practical difficulties which would have to be overcome in introducing any scheme of simultaneous examinations for the Indian Civil Service in England and India. Your Lordship will perceive that this point has been touched on by the Governments of Madras, Bombay, Bengal, and the North-western Provinces and Oudh, and by the Chief Commissioner of Assam. Most of the authorities mentioned dwell upon the importance of the *viva voce* portion of the examination as a test of real knowledge, and on the impossibility of applying it uniformly, or at all, if the examination is not held at one central place. The Bombay Government and the Chief Commissioner of Assam question the possibility of maintaining the secrecy of the examination papers if sent out to this country; and it must be admitted that experience in University examinations in India tends to justify this apprehension. These objections, which Sir Anthony MacDonnell characterises as not "in themselves of a permanent or decisive nature," and which are, perhaps, not of first-rate importance, are nevertheless, in our opinion, entitled to considerable weight.

Secondly, in referring the matter for our consideration, your Lordship has pointed out "that it is indispensable that an adequate number of the members of the Civil Service shall always be Europeans, and that no scheme would be admissible which does not fulfil that essential condition." This condition, which is so obviously required by the necessities of our position in India that it is needless for us to discuss it further, is not indeed, so far as we have seen, disputed by those writers and speakers in this country and elsewhere who have advocated the principle of the Resolution of the House of Commons. But it appears to us that this condition, if conceded, is in itself destructive of the Resolution, which requires that "all who compete be finally classified in one list according to merit." Classification in one list obviously implies the admission of the competitors in order of merit, and without

reference to their origin and antecedents. The Statute* under which the examinations are held, moreover, prescribes that "the candidates who may be certified by the said Commissioners * * * to be entitled under such regulations shall be recommended for appointment according to the order of their proficiency as shown by such examinations." The condition that "an adequate number of the members of the Civil Service shall always be Europeans," however, implies that a *minimum* proportion of that class, and a *maximum* proportion of natives of India, shall be fixed for admission to the Service. This point is strongly pressed by the Government of Madras, a majority of whom (Mr. Garstin dissenting) are the only authorities consulted who have expressed an opinion in favour of the principle of the Resolution. Their observations will be found in paragraph 10 of their letter: his Excellency the Governor in Council admits that "though a certain proportion has been named as the extent to which natives might without danger be advantageously employed, he is at a loss to suggest how such a system could be worked out." The same view is taken by the Governments of Bombay (paragraph 12), Bengal (paragraph 3), the North-western Provinces and Oudh (page 39), and the Punjab (page 53), and by the Chief Commissioner of Burma (paragraph 1). This objection appears to us unanswerable, if a minimum of Europeans is to be maintained, the competitors being, at the same time, classified in one list. We might find ourselves obliged either to give the preference to a certain number of

European candidates, not because they had shown most ability in their examination, but on account of their origin, or to admit Indian competitors in unlimited numbers, and regardless of the determined minimum of Europeans. We see no escape from this dilemma, and are therefore compelled to the conclusion that to give effect to the Resolution in its entirety is wholly incompatible with the "essential condition" on which your Lordship (and every other authority who, with adequate knowledge and responsibility, has discussed the subject) has so strongly insisted.

In the papers enclosed will be found the decisive opinion of the most capable administrators in India that no material weakening of the European element in the Indian Civil Service is at present compatible with the safety of British rule in this country. The Government of the North-western Provinces and Oudh writes (page 41)—

"The proportion of natives to Europeans in the Civil Service of India cannot be increased without risk to the safety of our dominion and the efficiency of the administration."

And again (page 39)—

"It is a great mistake to suppose that British India has arrived at a stage where nothing but smooth progress need be anticipated, or to think that the principles of law and order have penetrated the minds of the

"the ignorant masses, set the Hindus and Sikhs against us, and involve us in most serious troubles?"

He points out (page 46) how there are always to be found in many parts of India predatory classes ready to break out wherever our administration may be temporarily relaxed or our control disorganised.

He then states the ordinary problems with which the Indian administrator has to deal in the every-day government of his district, and explains what high qualities these demand; and comes to the conclusion that it is impossible to say that for the purpose of such administration Indians are equal to Europeans. After examining the causes to which their inferior efficiency is due, he shows (pages 51, 52) that it is a mistake to suppose that the substitution of the former for the latter would be popular with the mass of the population; the popularity of the measure would be limited to "the advanced Indians, who still form, as Lord Dufferin said, but an infinitesimal fraction of the population."

We beg to call special attention to these weighty opinions with which we entirely agree. It will be seen that the Government of Madras—the only advocate of the principle of the Resolution—admit that—

"In special emergencies, local disturbances or the like, they [natives entering the Civil Service] might possibly sometimes be found wanting."

They think, however, that "in the present circumstances of India the mischief thus arising would rarely be serious, and could be quickly repaired." From this view we have only to express our emphatic dissent. It may possibly represent the state of things in the tranquil province of Madras, but the conditions of other parts of India are far different.

Next, we desire to offer a few remarks on the opinions which have been stated, in the House of Commons and elsewhere, as to the effect of what are termed the "pledges" contained in section 87 of the Statute 3 and 4 Will. IV. c. 85., and in the declaration embodied in Her Majesty's Proclamation of November 1st, 1858. This matter is discussed in paragraph 16 of the enclosed memorandum; and some further observations upon it will be found in the opening paragraphs of Sir Dennis Fitzpatrick's note (enclosure No. 7). The first of these passages merely announced the removal of a disability; and the contention that it contained any pledge of the extensive admission of natives to the East India Company's Civil Service is inconsistent with the machinery which the same Statute provided, in the provisions relating to the College at Haileybury, for entrance to that Service; no native of India ever was, or could have been expected to be, nominated to Haileybury by the Directors of the East India Company. The second was expressly limited by the important words (which state your Lordship's "essential condition" in another form)—"*so far as may be*." In so far as the declaration contains a pledge, effect was given to it by Parliament, with a full knowledge of all the circumstances and after 12 years' experience of the competitive system established by the Act of 1858, in the Statute of 1870, which was deliberately framed, in view of the disadvantages imposed upon Indians in competing at the London examination, to provide "additional facilities for the employment of natives of India of proved merit and ability in the Civil Service of Her Majesty in India." This Statute is in fact, as your Lordship pointed out in your Despatch of the 8th January 1885 (see paragraph 24 of the memorandum), "the remedy provided by Parliament itself for any inconvenience or injustice which the natives of India might be shown by experience to suffer" in consequence of the examination being held in London only. A full statement of the measures taken to give effect to the Act of 1870 is contained in Part IV. of our memorandum, from which it will be seen that its policy has been loyally accepted by successive Governments, that the fullest consideration has been bestowed upon the best means of carrying its provisions into operation, and that the condition of things embodied in the Orders of the 21st April 1892 and 7th January 1893 (Appendices III. and IV. of the memorandum), which have received the approval of Her Majesty's Government, is generally considered by all the Governments and Administrations in India, with the exception of two members of the Government of Madras, as the best mode in which its intentions can be satisfied.

We need not reproduce here the weighty words of the Duke of Argyll in his Despatch, No. 3, dated the 8th April 1869, when he announced the policy of the measure which became the Statute of 1870; they are quoted in full in paragraph 3 of our

adoption of a system of unrestricted competition for the whole of India, there can be no doubt whatever that the successful candidates would, at least for some time to come, be found almost entirely amongst the Bengali competitors; and we share the apprehension which is, we believe, universally felt, as to the results which would follow from the intrusion of a numerous body of officials drawn from this source into the higher appointments of other Provinces. The remaining replies, objecting as they do altogether to selection by competition in India for covenanted posts, do not particularly refer to the matter; but it may be assumed that if any such scheme of competition were adopted, the writers would be in favour of restricting the examination to persons domiciled in the Province.

But any system of purely literary competition would, in our opinion, be open to the most serious objection. The literary test, and particularly that form of examination which is conducted upon paper, ignores and excludes altogether the consideration of many qualities which it is not only desirable, but essential that the men appointed to the Indian Civil Service should possess. The moral, social, and hereditary attributes of a candidate are, at least, of equal importance in the aggregate to the intellectual; and even the intellectual capacity is but partially tested in a paper examination in which memory may count for more than intelligence and reasoning power. This criticism, it may be said, applies equally to such examinations, wherever they may be held, whether in India or in England. The present system, however, under which no Indian candidates are likely to enter the service by competition except after a considerable period of residence and study in England, was obviously designed with the object of limiting this mode of admission to Indian candidates whose exceptional courage and energy had led them to proceed to England and to compete in that country, and who, to some extent at all events, had been brought within the influence of that wider form of education to which English schools and universities owe so large a measure of their success. Your Lordship will observe that, in the opinion of all, except the Government of Madras, the proposal under discussion would have the most unfortunate results. The Government of Bombay write (paragraph 18)—

“Its effect would be to limit the field of recruitment to untried men, at the same time that it would give a distinct advantage to competitors of a class well known in India, who combine the greatest aptitude for study with a marked lack of the qualities most needed in positions of responsibility.”

Sir Anthony MacDonnell considers (paragraph 6) that—

“It would be a public calamity if the improved tone of the Administration were to be destroyed, as it would be if any of the modes for admission into the Service, stated in the 21st paragraph of the letter under acknowledgment, were adopted.”

Sir Charles Crosthwaite, after fully discussing the matter, sums up his conclusions thus:—

“It is possible to fill the posts in the Civil Service of India reserved for natives of India by competitive examinations in India. But that system is inferior to the present method of recruitment, inasmuch as it will injure the present Provincial and Subordinate Services without giving us better men; and it is unjust, administratively bad, and politically dangerous, because it will exclude Muhammadans from the Service.”

Sir Dennis Fitzpatrick examines the question exhaustively in his note, and finally decides, for reasons fully stated at pages 53, 54, against any form of competition. The extract from Sir James Lyall's report of June 1888, which he encloses, gives the opinion in the same sense of a late Lieutenant-Governor “whose intimate knowledge of the Punjab and its people may, Sir Dennis Fitzpatrick thinks, be said to surpass that of any person now living.”

Mr. Woodburn writes (paragraph 6)—

“No native who has any stake in the country beyond a college diploma wants competition for the superior service.”

Mr. Fryer is of a similar opinion (paragraph 4)—

“I am quite sure that if the millions of India who take no part in political agitation could be consulted, they would by a vast majority elect to be ruled by

men who have risen in the Service by merit rather than by men of whom they know nothing and who know nothing of them, and whose only claim to be enlisted among the rulers of the land is that they have succeeded in passing a literary test.”

We are entirely in accord with these authorities. The advantages of competition are confined to the selection of raw material for the posts to be supplied; it checkmates nepotism, and provides a general average of acquirement in the candidates so chosen. But until an officer so selected has been tried in practical work, his fitness is not fully ascertained; and in such work we have the means of putting him through a further examination, on the result of which his advancement to high office must, in every sound system of Government, depend. Competition, therefore, is, for the reasons pointed out by Sir Charles Crosthwaite (page 39), and Sir Dennis Fitzpatrick (page 54), only suitable for entering into the lowest grades of the Service. Further promotion, to such posts as the covenanted offices, would rightly fall

of Bombay (paragraphs 20 and 21), Bengal (paragraph 6), the North-western Provinces and Oudh (page 39), and the Punjab (pages 54, 55), and of the Chief Commissioners of the Central Provinces (paragraphs 6 to 8) and Burma (paragraph 4). In Assam the question does not arise, as no covenanted posts have been thrown open to the Provincial Service. Madras is the only Province from which objections are raised to the existing Provincial Service; and we cannot but think, in view of the remarkable improvement in that service which is ascribed elsewhere to the enlargement of its prospects by the scheme set forth in the Resolution of April 1892, that the scheme and its probable effects there have been somewhat misapprehended by his Excellency the Governor in Council.

We will not lengthen this Despatch by further quotation, but will content ourselves by expressing full agreement with the view stated by the Duke of Argyll in his Despatch of the 8th April 1869, which is also the view held by the Public Service Commission of 1886-87, by the Government of India when considering that Commission's report, and by the Secretary of State when passing orders on it:—

"I have come to the conclusion that our duty towards the natives of India in respect to the giving them a larger share of employment in the administration of their own country is a duty which must be mainly discharged in India on the principle of careful and cautious selection. A more free employment of them in the Uncovenanted [now Provincial] Service, and promotion according to tried ability from that service to the Covenanted [Indian Civil] Service, would seem to be the method of proceeding least beset with difficulties and least open to objection. *This would, indeed, be a competitive examination of the best kind.*"

Finally, we would observe that much misapprehension appears to prevail as to the extent to which natives of India are already employed in responsible executive and judicial office. The facts will be found in Part II. of our memorandum; and from Part V. it will be seen that the Provincial and Subordinate Services are essentially Native Services, with only a sprinkling of Europeans in the former, who have been recruited for special and exceptional reasons (paragraph 39 of memorandum).

Taking the years 1870, 1881, and 1893 as convenient points from which the progress of the scheme for the freer employment of natives can be reviewed—the first because it was the year of the Statute 33 Vict. c. 3, s. 6, and the second because it was the year when the recruitment of the Indian Civil Service was reduced by one-sixth, the following table shows the distribution of the three Services in each of those years:—

	1870.	1881.	1893.
I. The Covenanted Service, consisting of—			
(1) Covenanted Civilians	890	900	898
(2) Military, Uncovenanted, and Statutory Civilians	331	221	216
Total	1,221	1,121	1,114
II. The Provincial Service—			
(1) Executive branch	576	726	1,030
(2) Judicial branch	583	679	797
Total	1,159	1,405	1,827
III. The Subordinate Service	962	1,368	1,908

It is to be remembered that between 1881 and 1893 the annexation of Upper Burma entailed a considerable demand for covenanted officers, and that the ordinary and inevitable increase in public business which has occurred in 23 years has called for reinforcements in almost every department of the Administration; yet the whole strength of the Covenanted Service (including military and other officers holding covenanted posts) is now seven less than in the former year, and 107 less than in 1870. In the Provincial Service there has been an increase since 1870 of 57·6 per cent., and in the Subordinate Service of 98·3 per cent. The number of Covenanted Civilians would, in spite of the annexation of Upper Burma, have shown a greater decrease but for a process which has been going on since 1870, of substituting, in the interests of greater efficiency, Indian Civilians for Military and Uncovenanted officers in the Non-Regulation Provinces. The European Service is, in our opinion, now at its *minimum* strength; and no further reduction will be practicable for some years to come. In the

event, however, of experience showing that in any Province or at any time the number of high native officers may be safely increased, we are clearly of opinion that the best course is to proceed under the Statute of 1870 and on the lines of the change which has just been accomplished. The principles on which the Provincial Service has been constituted should continue to be maintained; but (as shown in paragraph 35 of our memorandum) there is no finality about the lists

The Resolution mentions the "Civil Services of India," but it is apparent from the discussions in the House of Commons and elsewhere that the "Covenanted Civil Service" or "Civil Service of India" is meant.

2. Before proceeding to state definitely the questions on which the Governor General in Council desires ^{the opinion of} His Excellency the Governor in Council ^{His Honour the Lieutenant-Governor (& Chief Commissioner),} I am to review ^{your opinion}

briefly the measures which have been taken in recent years for extending the employment of natives of India in offices ordinarily reserved for the Indian Civil Service. This letter, I am to explain, is not meant to be complete in itself; and it should be read side by side with the Report of the Public Service Commission and regarded as supplementary to the latter. It will not be necessary for the present purpose to go back to a period much before 1870; for the Statute of that year (33 Vict. c. 3. s. 6) was intended by its framers to provide the parliamentary remedy for the disadvantages under which native candidates labour in being compelled to go to England for the examination required for admission to the service.

It has not been overlooked that neither the Statute of 1861 (24 & 25 Vict. c. 54.) nor the Statute of 1870 is strictly applicable—with one or two exceptions—to appointments in the so-called non-Regulation Provinces; but, as the principle of both Statutes has now been extended everywhere, it will be unnecessary in this letter to distinguish between the Regulation and non-Regulation Provinces.

3. In 1868 the Government of Lord Lawrence proposed the establishment of a system of scholarships to assist natives of India to proceed to England for the purpose of completing their education and qualifying for the Civil Service and the professions. This system, in so far as its main object was to facilitate the entrance of natives of India to the Covenanted Service by competition in England, did not approve itself to the Secretary of State (the Duke of Argyll), who remarked that a Bill (subsequently passed as the Statute of 1870) was then before Parliament, which, if passed, would enable the Government of India to appoint natives to covenanted offices in India itself; and that, having regard to political exigencies, and to the circumstances of the various races and peoples inhabiting the country, a system of careful and judicious selection was required in respect of natives of India rather than the competitive system. In his Despatch, No. 3, dated the 8th April 1869, the Duke of Argyll said:—

"The question would then* arise whether education in England and success in a competitive examination is the only, or in all cases the best, test of fitness for office as regards the natives of India.

* i.e., in the event of the Bill passing into law.

"This question involves very different considerations from those which have determined the adoption of the competitive system as applicable to Europeans. At home selection meant patronage, and patronage was distributed among friends and relatives. When patronage was abolished, open competition was the only alternative. Under the competitive system, although success does not in itself ensure aptitude for rule or official ability, yet there is at least a better chance of these qualifications being secured than under family or political patronage. And since Europeans have generally those qualities by which they have won, and still hold, the Indian Empire, the tests of competitive examination are, on the whole, good tests as between different candidates of the English race.

"But this principal cannot safely be relied upon as regards the natives of India. It is notorious that in their case mere intellectual acuteness is no indication of ruling power. In vigour, in courage, and in administrative ability some of the races of India most backward in education are well known to be superior to other races which intellectually are much more advanced. In a competitive examination the chances of a Bengali would probably be superior to the chances of a Pathan or a Sikh. It would, nevertheless, be a dangerous experiment to place a successful student from the colleges at Calcutta in command over any of the martial tribes of Upper India.

"And to these practical disqualifications of race must be added the not less serious difficulties which may arise out

Covenanted Service up to a *maximum* of one-sixth in each year (exclusive of military recruits for frontier non-Regulation Commissions) should be natives of India appointed in this country under the Statute of 1870. As a necessary arrangement for giving effect to these rules, and for making room in the covenanted grades for natives of India to be appointed under the new system, the number of candidates to be recruited each year in England was reduced by one-sixth from 1880. This reduction is still being maintained, the recruitment in England being conducted on a scale sufficient to man only five-sixths of the posts (exclusive of posts reserved for military officers) in the *cadre* of the Indian Civil Service.

I am to explain in this connexion that the figures given in paragraph 45 of the Public Service Commission's Report are merely estimates; the maximum number of Statutory Civilians who might actually have been recruited in each year was not a fixed number of 7·6, but a fluctuating number dependent on the number of recruits who actually came out from England. Until the Statutory system was condemned in 1886-87, the *maximum* number of appointments admissible under the Rules was actually made. This averaged six a year.

6. Another change of importance, which incidentally affects the present question, was made about the same time. The maximum age for the competition in England was reduced in 1878, with reference to the circumstances of European candidates studying in the United Kingdom, from 21 to 19 (paragraph 32 of the Commission's Report).

7. This reduction of the age-limit was considered to have operated unfavourably to natives of India, only one native candidate having passed the open competition in England under the new arrangements up to 1884. At the same time it was found that the working of the Statutory Rules of 1879 had not been attended with that success which had been anticipated. The system had failed because the Statutory Civilians appointed under it were not ordinarily persons who had been properly tried in previous Government service; and it was asserted that most, or, at all events, many, of them would have willingly joined the (then) Subordinate Services. Consequently Lord Ripon's Government reconsidered the whole question and formulated the following proposals, which were submitted to the Secretary of State in a Despatch, dated the 12th September 1884: (1) that additional facilities should be afforded to natives of India to compete in England by raising the age limits from 17-19 to 18-21, and by making certain alterations in the scheme of the examination in a direction favourable to native candidates; (2) that a proportion of the total recruitment of each year for the Covenanted Service, fixed at 18 per cent., should be reserved for natives of India; (3) that competition in England should be regarded as the primary method of recruiting Native Civilians; and (4) that appointment in India under the Statute of 1870 should only be resorted to as a supplementary method in order to make up any difference between the number of natives actually recruited in England and 18 per cent. of the total recruitment of the year. The Secretary of State, in his Despatch of the 8th January 1885, negatived these proposals on the grounds—among other reasons—(1) that it would be inconsistent with the nature of an open competitive examination to limit the number of native candidates who might be successful to 18 per cent. of the total number selected, if more of them should obtain places in order of merit; (2) that the competitive examination was established as a test between European candidates and adjusted to the conditions of English education generally, and that it could not be so manipulated as to give an advantage to natives of India or any other particular class of candidates; and (3) that the principle that the competitive examination should be regarded as the primary method of recruiting natives of India for the Civil Service, and appointment under the Statute of 1870 as a supplementary method, was not the correct principle, inasmuch as Parliament had enacted the Statute of 1870 expressly for the appointment in India of natives of India to such covenanted offices as they might be fitted for by their qualifications. "The Act passed in 1870," his Lordship observed, "is in fact the remedy provided by Parliament itself for any inconvenience or injustice which the natives of India might be shown by experience to suffer owing to the necessary adaptation of the examination in London to the circumstances of home-born rather than of Indian competitors for the Civil Service." He was accordingly of opinion that whatever modifications were required in the Statutory system of 1879 should be made under this Act. This correspondence is referred to in paragraphs 3 and 4 of the Government of India's published Despatch, No. 58, dated 9th October 1888.

8. Various proposals for improving the Statutory Rules were then considered by Lord Dufferin's Government, with the result that the Public Service Commission was appointed in 1886. Meanwhile, the Statutory system of 1879 was continued as a provisional arrangement

prepared to amalgamate them with the Provincial Service. Appointments to these important offices are invariably made by special selection; but it is still open to the Government under section 3 and 4 of the Statute of 1861 (24 & 25 Vict. c. 54.) to appoint a member of the Provincial Service to either office, if he is selected for it. The Government of India considered that—for the present at any rate—it was better to rely on this power of exceptional appointment in the case of these very high offices than to list them as open to the Provincial Service, and thus to create expectations which certainly could not be fulfilled within any reasonable time.

11. As it appeared from a memorial received last year from the Indian Association that there was much misapprehension regarding the Provincial Service scheme, the Government of India caused a full explanation of it to be sent to the memorialists in my letter, No. 1,838, dated 22nd August 1892. A copy of this letter is enclosed for

the information of His Excellency the Governor in Council
His Honour the Lieutenant-Governor (and Chief Commissioner) .
 your information

12. As regards the proportion of covenanted offices reserved for Indian recruits, the Provincial Service scheme makes precisely the same provision as the Statutory Rules of 1879. Under the latter rules about one-sixth of the *total number of recruits* each year (military recruits excepted) were appointed in India; under the new scheme one-sixth of the *posts* annually recruited for become available for transfer to the Provincial Service. The difference between the number of *recruits* appointed annually and the number of *posts* annually recruited for will be readily understood [by the Governor in Council Lieutenant-Governor]. The number of *recruits* is, of course, always larger than the number of *posts*. The Statutory Civilians, for instance, were recruited so as (1) actually to fill the number of posts recruited for; (2) to provide an excess number of officers as a reserve for leave vacancies; (3) to furnish a certain number of officers merely in training and not yet sufficiently experienced to hold sanctioned posts. Under the Provincial Service scheme (2) and (3) are met from the general body of officers in that service holding posts other than those listed for transfer.

On these points, and in further explanation of the second point dealt with in paragraph 10 of this letter, I am to quote the following from paragraph 18 of Lord Cross's Despatch of September 1889:—

“While these lists will definitely indicate the higher offices which are recognised by the Government as the most suitable field for the employment of competent men of the Provincial Service, and in which nothing but unfitness should prevent them from being employed, the papers before me show that the time and extent of their admission to these offices are also definitely prescribed by certain circumstances which cannot be left out of account. With regard to the time, the Commission has admitted that the claims of the Covenanted Civil Service must defer for some years the full introduction of its scheme. I concur with the Government of Lord Dufferin that this preferential right must be accorded to the Covenanted Civilians and the other officers in the ranks of the several Commissions who entered the service before the reduction of recruitment in 1880. With regard to the extent of admission, the Government of India have rightly indicated in a passage which I have quoted that this question has already been solved by the reduction of recruitment for the Covenanted Civil Service in 1880, which satisfied the requirements of the Commission. In other words, the reduction of the Civil Service recruits by one-sixth, and the substitution for that one-sixth of natives selected under the Act of 1870, defines the maximum extent to which, under present arrangements, room in the higher offices will gradually become available for competent members of the Provincial Service. The reduction of the Covenanted Civil Service is already taking effect in respect of the sixth of the junior reserved offices; and, when it is completed, that service will cease to have any special claim to the same proportion of the reserved offices as a whole. On the basis of these considerations, it is practicable to calculate the number of reserved offices to which members of the Provincial Service may be appointed after existing prior claims have ceased through efflux of time, and the definiteness of the prospect thus offered to the Provincial Service is precisely what would be secured to it by the proposals of the Commission approved by the Government of India.”

[] Omit in
 letter to Central
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one-sixth of the annual recruitment was set apart for natives of India, and that "the proportion of one-sixth was certainly as high as the Government felt justified in establishing." [This reply was communicated to the Government of Bengal with Home Department endorsement, No. 1,001, dated 21st June 1884.]

18. In 1884 some further memorials were received chiefly praying for the raising of the age-limit for the competition in England; but in a few of them the question of competition in India was referred to. The Secretary of State, in his Despatch dated the 8th January 1885, observed that, so far as European candidates were concerned, there was no evidence which led him to think that the rules for the examination required alteration; and, as regards Indian candidates, he expressed the hope "that the mode of advancing natives of India to higher employment in the Public Service provided by Parliament in 1870 might be used so as to do full justice to their claims."

*This decision was communicated to the Government of ^{Madras} ^{Bombay} ^{North-western Provinces and Oudh} ^{the Punjab} with

Home Department Letter No. ^{454.} ^{455,} ^{456,} ^{457,} dated 23rd March 1885.* As already explained, the consideration of the measures to be taken for improving the Rules under the Statute of 1870 led to the appointment of the Public Service Commission.

19. Having given this brief history of the facts, I am now to state the definite questions on which the Governor General in Council desires to be favoured with an expression of ^{the opinion of} ^{His Excellency the Governor in Council} ^{His Honour the Lieutenant-Governor (and Chief Commissioner).} ^{your opinion} The first and main issue to be considered is the proposal embodied in the Resolution of the House of Commons "that all competitive examinations heretofore held in England alone for appointments to the Civil Services of India shall henceforth be held simultaneously both in India and England, such examinations in both countries being identical in their nature, and all who compete being finally classified in one list according to merit."

I am to ask ^{the Governor in Council} ^{the Lieutenant-Governor} ^{you} to consider whether the adoption of this proposal would be practicable and expedient, and whether the Resolution, in the form in which it stands, could be carried into effect. Before this issue can be decided, however, some of the points involved in the questions which follow will require consideration.

20. In paragraph 3 of the Despatch of June 1893 the Secretary of State observes that no scheme would be admissible which does not fulfil the essential condition that an adequate number of members of the Civil Service shall always be Europeans. And in his Despatch, dated the 15th July 1886, approving the appointment of the Public Service Commission, his Lordship had remarked:—

"It appears to me that many perplexing questions suggested by these papers might have become more easy of solution, and might be approached with more confidence, if a conclusion could be arrived at as to the approximate number of European public servants who must necessarily for the efficiency of the administration and political security of the Empire be maintained in each branch of the public service in India. If your Excellency in Council is led by the results arrived at by the Commissioners to form any distinct opinion on this point, I request you to communicate it to me for the consideration of Her Majesty's Government."

The second—and most important—question, therefore, on which I am to invite ^{the opinion of} ^{His Excellency the Governor in Council} ^{His Honour the Lieutenant-Governor (and C. C.),} ^{your opinion} and on the answer to which the whole

decision will depend, is this; What is the *minimum* proportion of Europeans who must, under present conditions, be employed in those offices which are in the *cadre* of the Indian Civil Service (including the *cadre* posts listed as open to the Provincial Services)? In other words, what is the *maximum* proportion of such

I am to add that in suggesting the point stated above for

the consideration of the Government of Madras
Bombay
Bengal
the North-western Provinces and Oudh
the Punjab the Governor General in Council

your consideration

has no desire to limit in any way the discretion of the Governor in Council
the Lieutenant-Governor (and Chief Commissioner) as to
your discretion

any proposals which ^{he}_{you} may have to make with reference to the question dealt with in this paragraph. It has been suggested that it might be made a condition that every successful candidate examined in India shall proceed to England for the prescribed year of subsequent training. It will have to be considered whether such a condition can be accepted as an adequate substitute for an English education, or whether it could be made adequate by any practicable extension of the training after selection.

22. *The competitive system has for some years past been in force in the Lower Provinces of Bengal for recruiting the executive grades (Deputy Collectorships) of the Provincial Civil Service. The Government of India have received no special reports of its working, but the results of each year's examination from 1884 to 1893 (except 1889, when no examination was held) are shown at the pages of the *Calcutta Gazette* referred to in the margin. It is understood that up to 1889 the system was one of pure competition. In that year the Lieutenant-Governor, Sir Steuart Bayley, reviewed its working at length in the Resolution of the Bengal Government, dated 24th April 1889 (published in the Supplement to the *Calcutta Gazette*, May 1st, 1889, page 808 to 816). His Honour expressed the opinion that, considering "the diverse character of the population" it was necessary "to guard against a single race or class obtaining a virtual monopoly of the service,"

1884, Supplement to *Calcutta Gazette*, March 19th, page 478—Resolution dated 17th March 1884.
1885, Supplement to *Calcutta Gazette* February 4th, page 158—Resolution dated 3rd February 1885.
1886, *Calcutta Gazette*, March 17th, page 227—Resolution dated 16th March 1886.
1887, *Calcutta Gazette*, March 2nd, page 137—Notification dated 24th February 1887.
1888, *Calcutta Gazette*, April 11th, page 270—Resolution dated 10th April 1888.
1890, Supplement to *Calcutta Gazette*, March 12th, page 626—Resolution dated 11th March 1890.
1891, Supplement to *Calcutta Gazette*, July 22nd, page 1139—Resolution dated 20th July 1891.
1892, Supplement to *Calcutta Gazette*, June 1st, page 923—Resolution dated 25th May 1892.
1893, Supplement to *Calcutta Gazette*, May 31st, page 1055—Resolution dated 22nd May 1893.

and that "the immediate effect of recruiting the Subordinate Executive Service on an exclusively competitive basis would be to debar Muhammadans, natives of Behar, and natives of Orissa from any reasonable chance of obtaining appointments." The system was then altered from one of pure competition to one of mixed competition and selection, a proportion of the vacancies being offered to pure competition and the remainder being fill by the Lieutenant-Governor by selection from among candidates who obtain not less than a certain per-centage of the total number of marks in such a way as to distribute the appointments fairly among the different sections of the people.*

22. †The Government of India understand that a system of pure competition on the lines of the first or second of the methods described in the last paragraph was in force in the

From G. W. VIDAL, Esquire, I.C.S., Acting Chief Secretary to the Government of Bombay, to the SECRETARY TO THE GOVERNMENT OF INDIA, Home Department, Simla. No. 6454.

Sir,

Bombay Castle,
7th September 1893.

I am directed to acknowledge the receipt of your letter, No. ²⁷1082. Public, of the 5th August 1893, forwarding for the opinion of his Excellency the Governor in Council a copy of a Despatch, dated 22nd June last, from the Secretary of State on the subject of the Resolution passed by the House of Commons as to the holding of simultaneous examinations in India and England for the Indian Civil Service, and to reply as follows:—

2. The proposal embodied in the Resolution of the Commons House of Parliament is, I am directed to observe, a new departure involving, if effect be given to it, an abandonment of the principles accepted by successive Secretaries of State,—as summarised in paragraphs 2 to 18 of the letter above quoted,—and only recently affirmed on the report of the Public Service Commission in a form designed to be a deliberate and final settlement of the question.

3. Under these circumstances it appears to his Excellency the Governor in Council that the proposal cannot be adopted without inconsistency, except as a means shown to be well adapted in itself to the attainment of some definite and desirable object, and free from obvious risk of producing collateral results which may prove to be not merely undesirable, but dangerous.

4. Apart from a vague feeling of sympathy with the very natural aspirations of natives of India—a feeling which is shared to the full by the official classes in this country, but which can hardly be regarded as a satisfactory basis for serious political action,—the object underlying the resolution must apparently be either to remedy some supposed departure in the existing arrangements for the admission of natives into the Civil Service of India from the cardinal principle of equality of treatment of all classes of Her Majesty's subjects without reference to caste, colour, creed, or birthplace, or else to give more complete effect to the converse principle that natives of India have, as such, an equitable claim to something more than equality of treatment in regard to the share to be allotted to them in the administration of their own country.

5. As regards the first of these alternatives the proposal would, in the opinion of the Governor in Council, have the effect of impairing rather than of perfecting such equality of the conditions of recruitment by competition as is possible in the nature of things. Indian candidates are, it is true, at a disadvantage as compared with candidates resident and educated at home, in as much as they have to be examined in a foreign tongue and to travel to and reside in a country distant from their own under conditions which are frequently repugnant to their religious and caste prejudices. But these disadvantages differ only in degree from those which any candidate comparatively poor or brought up under conditions which cut him off from the facilities and temptations of life in the great centres of population and education might plead as telling against him in competition with candidates trained at the Universities or at preparatory establishments in London. If competition is to be absolutely free and open, it obviously cannot take cognizance of any disabilities or disadvantages, such as those indicated, which are personal whether to particular competitors, or to particular classes of competitors. All that can be done is to lay down such preliminary qualifications in regard to age, character, physique, and so on as are essential, apart from race, creed, or colour, and to see that all candidates possessing those qualifications who present themselves at the examination room are examined under conditions as nearly as possible identical.

6. It has been urged, and urged with much reason, that a training after European methods should be regarded as a necessary qualification for admission to a service the *raison d'être* of which is to ensure that our Indian Empire shall be administered in consonance with Western ideas and principles. But even apart from this, Indian candidates have no more right, so far as equality of treatment is concerned, than candidates from Canada, the West Indies, Australia, or the Cape, or even, in a less degree, than candidates from Scotland or Ireland to complain because the examination for admission to an Imperial service is held at the capital of the Empire.

7. The identity of the conditions of examination above insisted upon can only be secured, even approximately, by having a single centre, and by employing the same examiners to examine all candidates in the same subjects orally as well as in writing. Examin

13. It is not necessary to assume that English competitors of the class who obtain admission to the service under existing arrangements are inferior on the average in intelligence or attainments to the candidates who would be pitted against them in an Indian examination room. But it is not impossible, having regard to the admitted capacity of large classes of the natives of India for the acquisition of book knowledge of the kind that tells in examinations, as well as to the growing number of educated natives to whom admission to the service would be an object of the keenest ambition, that European competitors might find themselves at a serious disadvantage in a competition conducted under conditions which would certainly lead to their being largely outnumbered by Indian competitors of the highest class the educational resources of this country can turn out. It is, besides, impossible to foresee what effect such a change in the conditions of competition would have on the class of English candidates. There seems good reason to fear that the best men would speedily cease to compete, and that the ultimate result would be to hand over the service practically to natives educated in India with perhaps a sprinkling of Europeans of good abilities, but of inferior social status.

14. The modification which, while guarding against the possibility of such a result, would involve the least divergence from the central principle of the Resolution, would be to hold simultaneous examinations and arrange all candidates in one common list in order of merit, but subject to the condition that natives in excess of one-sixth of the total number of vacancies offered for competition would be passed over in favour of the Europeans next below them in the list, and conversely that Europeans in excess of five-sixths would be passed over in favour of natives, natives who may compete in England being for the purpose of this arrangement counted as Europeans.

15. The question then arises what advantage this or any other modification of the proposal would possess, in the eyes of the natives or otherwise, over the Provincial Service scheme as described in the letter from the Government of India to the Government of Bengal, No. 1,838, of 1892, which accompanies the present reference.

16. It would certainly, in the opinion of the Governor in Council, have this advantage, at any rate in the eyes of native aspirants, that those who succeeded would become members of an Imperial service, entitled presumably to a scale of pay designed to counterbalance the drawbacks of an Indian career in the eyes of the highest class of English candidates for official employment, instead of remaining members of a Provincial Service remunerated at the lower rates appropriate to the case of natives of India serving in their own country. Whether this would be an advantage in the eyes of the economist, or of the native taxpayer, is of course a different question.

17. Another result which would probably be of some value in the estimation of native candidates is that under the scheme proposed in the Resolution, those of them who were successful would take rank in order of merit along with European candidates, with choice of their Presidency or Province as long as a choice remained, instead of in a class apart from and below the European candidates selected in the same year, as is presumably intended in the schemes suggested by the Government of India. But here again it is the general interest of the community and of the administration that must be considered rather than the views of the comparatively very limited class who aspire to appointments. Those views are important only in so far as they may possibly affect the quality of the recruits; and it is by the degree to which it is adapted to secure recruits of the stamp most likely to maintain and improve the tone and efficiency of the service that any scheme of recruitment must ultimately stand or fall.

18. Regarded from this point of view, the simultaneous examination scheme is open to the grave objections to which attention is called in the Duke of Argyll's Despatch quoted in paragraph 3 of the Government of India's letter. Its effect would be to limit the field of recruitment to untried men, at the same time that it would give a distinct advantage to competitors of a class well known in India, who combine the greatest aptitude for study with a marked lack of the qualities most needed in positions of responsibility.

19. This is an objection which may be taken to the whole principle of selection by competition. But it is tenfold stronger in India than in England. It is very imperfectly met, so far as Indian candidates are concerned, by the necessity now imposed on them for undergoing an English training as a preliminary to the chance of selection. It would not be met at all by any scheme for compulsory residence or study in England after selection. The Governor in Council does not deny that such residence would be

of use in widening the ideas of candidates selected in India, and giving them an insight into English ways of life and thought. But he does not think that it would afford the same guarantee for the possession

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

The scheme of the examination was accordingly altered, and since 1889 only a proportion of the vacancies have been offered to pure competition; the balance has been

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

filled up by the Local Government by selection from among the candidates who obtain not less than one-third of the total number of marks in such a way as to distribute the appointments fairly among the various divisions, races, and creeds of the Province. In the rules for the Bengal Provincial Service, which have recently been under the consideration of the Government of India, it is provided that about one-third of the vacancies shall be filled by pure competition, one-third by selection after examination, and the remainder by nomination, chiefly of officers of the Subordinate Service for promotion to the Provincial Service.

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

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

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

APPENDICES.

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

APPENDIX I.

(PARAGRAPH 3 of MEMORANDUM.)

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

1.	2.	3.	4.	5.	6.	Number of Executive and Judicial Covenanted Offices.						Population and Area to each Executive and Judicial Office. (Column 15.)		Number of Covenanted Officers in Special Services and Departments.			
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APPENDIX II.

(PARAGRAPH 9 of MEMORANDUM.)

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

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

APPENDIX III.

No. 9 Public
1342-1352

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

READ—

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

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

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

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

Replies from the local governments and administrations consulted.

MacDonnell considers that this hope "has raised new aspirations and inspired new energy into the great body of Indian native officials." "There has now," he says, "been infused throughout the Provincial Service, from the lowest grade to the highest, an improved tone and a higher sense of dignity and responsibility, which will continue to increase as the number of listed posts increases;" and in his opinion "it would be a public calamity if this improved tone in the administration were to be destroyed." Other local governments bear testimony to the same effect, and their reports leave no room for doubt that the Provincial Services, as now improved, hold out advantages sufficient to attract the best recruits that India can supply.

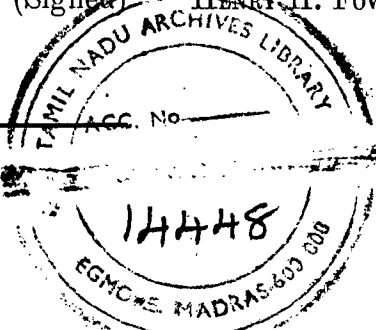
10. Your Government thus summarise the reasons which have induced them to dissent from the proposal to establish a simultaneous examination in India :—

- "(1.) No such concession is necessary for the fulfilment of the so-called pledges upon which the claim has been founded.
- "(2.) The practical difficulties of introducing a system of simultaneous examinations would be extremely serious.
- "(3.) It is conceded that, in order to ensure the efficient government of the country, a minimum of European officials is indispensable. Such a minimum could not be maintained in the event of simultaneous examination being resorted to in this country.
- "(4.) It would be entirely out of the question to reduce the existing minimum of Europeans at the present time.
- "(5.) Open competition is not the best way of selecting natives of the higher ranks of the service. It may be necessary in Europe in order to check nepotism, but in this case nepotism is impossible. Probation by actual employment forms a competitive examination of the best kind. Competitive examination in India would certainly have the effect of admitting a large number of competitors deficient in the qualifications necessary for the higher ranks of the service, and whose antecedents and origin would not be such as to command the confidence or the goodwill of the classes for whose welfare they would be responsible; on the other hand, it would exclude the most valuable and capable assistance which the British Government could obtain from natives of India, in the Sikhs, Muhammadans, and other races accustomed to rule and possessing exceptional strength of character, but deficient in literary education.
- "(6.) The proposed change would, unless the irreducible minimum of Europeans is to be diminished, involve the withdrawal of the appointments recently given, after the fullest consideration, to the Provincial Service, and would thus deprive that service of the prizes promised to it, disappointing its hopes and lowering its efficiency by a sense of injustice."

11. Her Majesty's Government are most anxious that the natives of the country should enjoy every facility, compatible with the maintenance of the efficiency of the administration and the safety of British rule, to enter the public service of India, and they have reconsidered the whole subject with a sincere desire to give full weight to the arguments in favour of a system of simultaneous examinations; but they have arrived at the conclusion that there are insuperable objections to the establishment of that system, and that by far the best method of meeting the legitimate claims and aspirations of the natives of the country is to bestow such of the higher posts as can be made available for them on those who distinguish themselves by their capacity and trustworthiness in the performance of subordinate duties.

12. Upon a careful review of the whole question, Her Majesty's Government agree with your Government that the system lately established is based on just and wise principles, and they are of opinion that, subject to such alterations in detail as experience may prove to be necessary, it should be maintained.

I have, &c.
(Signed) HENRY H. FOWLER.



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