

ROYAL COMMISSION ON THE PUBLIC SERVICES IN INDIA.

APPENDIX
TO THE
REPORT
OF
THE COMMISSIONERS.

Volume V.

MINUTES OF EVIDENCE
RELATING TO THE
INDIAN AND PROVINCIAL CIVIL SERVICE IN ASSAM
Taken in Calcutta on the 17th and 18th February 1913,
WITH
APPENDICES.

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



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LIST OF WITNESSES FROM ASSAM EXAMINED BEFORE THE ROYAL COMMISSION. (*Twenty-second and twenty-third days.*)

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A.

QUESTIONS RELATING TO THE INDIAN CIVIL SERVICE.

METHODS OF RECRUITMENT.

(a) General.

1. What is your experience of the working of the present system of recruitment by open competitive examination for the Indian Civil Service? Do you accept it as generally satisfactory in principle?

2. In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?

3. Is the system equally suitable for the admission of "Natives of India"* and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?

*The term "Natives of India" has been defined in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including any persons born and domiciled within the Dominions of His Majesty in India of parents habitually resident in India and not established there for temporary purposes only; and the term has been so used throughout these questions.

4. Further, is any differentiation desirable between other classes of natural-born subjects of His Majesty? If so, what do you propose?

5. Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is, or is not, to the advantage of Indian interests? Please give your reasons.

6. If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose. Do you recommend a system based on any of the following principles—(a) selection by headmasters of schools approved or otherwise, (b) selection by authorities in Universities approved or otherwise, (c) nomination by head-masters or University authorities and selection under the orders of the Secretary of State, (d) combined nomination and examination, (e) any other method?

7. What is your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?

8. Are you in favour of holding this examination simultaneously at any other centre or centres within His Majesty's Dominions?

9. What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service cadre by "Natives of India" recruited by means of a separate examination in India or by means of separate examinations in each province or group of provinces in India? If so, what proportion do you recommend?

10. If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which "Natives of India" would be selected in India for admission to the Indian Civil Service by means of (a) nomination; (b) combined nomination and examination; or (c) any other method? If so, please describe fully what system you would recommend? In particular, do you consider it desirable that whatever the system, all classes and communities should be represented? If so, how would you give effect to this principle?

11. If you are in favour of a system for the part recruitment of the Indian Civil Service by "Natives of India" in India, do you consider that "Natives of India" should still be eligible for appointment in England, or would you restrict that right to other natural-born subjects of His Majesty?

12. Would you regard any system of selection in India which you may recommend for young men who are "Natives of India" as being in lieu of, or as supplementary to, the present system of promoting to listed posts—officers of the Provincial Civil Services? If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Services?

13. Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system that you would propose.

14. Are you satisfied with the present definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, please state fully any proposals that you wish to make in regard to this matter.

(b) Age-limits.

15. If the system of recruitment by open competitive examination in England is retained, please state the age-limits that you recommend for candidates at such examination, giving your full reasons. Do you consider that the age-limits should be fixed to attract candidates of the normal school-leaving age in England, or candidates who have completed a University course, or candidates at an intermediate stage of education?

*The principal changes in the age-limits have been as follows:—

Years.	Age-limits at open competition.	Period of probation in England.	Age of selected candidates at end of year of arrival in India.
1835-1857 ...	18-23 years ...	No probation in England ...	18½-23½
1858-1865 ...	18-24 years ...	One year's probation ...	18½-23½
1866-1878 ...	17-21 years on 1st March ...	Two years' probation ...	18½-23½
1879-1891 ...	17-19 years on 1st January ...	Two or three years' probation ...	20-23
1892-1905 ...	21-23 years on 1st April ...	One year's probation ...	22½-24½
1906-1908 ...	21-23 years on 1st January ...	Ditto ...	23-25
Since 1909 ...	22-24 years on 1st August ...	Ditto ...	23½-25½

NOTE.

The numbering of the Questions is consecutive throughout. The sub-numbers in brackets correspond with the numbers in the printed sets of Questions marked A and B, which were issued to official and non-official witnesses respectively, and which will be found on pages v—xxxviii of this volume.

A.—Indian Civil Service.]

METHODS OF RECRUITMENT—*concl.*(b) *Age-limits—concl.*

16. What is your experience of the relative merits of the candidates selected under varying age-limits, particularly under the systems in force from 1878 to 1891 (age-limits 17—19 years, followed by two or three years' probation at an approved University) and since 1891 (age-limits 21—23 or 22—24 years, followed by one year's probation)?

17. What is your opinion regarding the suitability of the recent recruits to the Indian Civil Service?

18. What is the most suitable age at which junior civilians should arrive in India?

19. What age-limits for the open competitive examination in England would best suit candidates who are "Natives of India," and for what reasons? Do you recommend any differentiation between the age-limits for "Natives of India" and for other natural-born subjects of His Majesty?

(c) *Subjects of Examination.*

20. On what principle should the subjects for the open competitive examination be fixed? Do you accept the principle laid down by Lord Macaulay's Committee in 1854, and since followed, that the examination should be of such a nature that no candidate who may fail shall, to whatever calling he may devote himself, have any reason to regret the time and labour which he had spent in preparing himself to be examined, and that the object should be to secure, not specialists in any particular subject that may be useful in a subsequent Indian career, but the ordinary well-educated young man of the period?

21. Please examine the table in Appendix I to these questions, which shows the various phases of the authorized syllabus of the open competitive examination, and state what changes, if any, are, in your opinion, desirable, differentiating between the cases of candidates (a) of school-leaving age, and (b) of University-leaving age?

22. Is any differentiation in the subjects for the examination desirable between candidates who are "Natives of India" and other candidates? If so, please state them and give reasons.

(d) *Statutory Regulations.*

23. Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and, if so, what posts and for what reasons? Please state in detail what alterations (if any) you recommend in the Schedule of the Indian Civil Service Act of 1861 (24 and 25 Vict., c. 54). [Attention is invited to the provisions of the Indian Civil Service Act, 1861 (24 and 25 Vict., c. 54), and of the Government of India Act, 1870 (33 Vict., c. 3), reproduced as Appendices II and III to these questions.]

24. Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service cadre do you consider that "Natives of India" might, under present conditions, properly be admitted?

25. Do you accept as generally satisfactory in principle the present system under which "Natives of India" are recruited partly through the medium of an open competitive examination in England, and partly by special arrangement in India, in accordance either with rules framed under the provisions of section 6 of the Government of India Act, 1870 (33 Vict., c. 3), or with the provisions of the Indian Civil Service Act, 1861 (24 and 25 Vict., c. 54)? Do you recommend any alterations in this system, and, if so, what?

26. Give a list of the "Natives of India" now serving in your province who were recruited to the Indian Civil Service by means of open competition in England, stating in what year they were admitted, in which posts they are now serving, and their present rate of salary.

27. Have the "Natives of India," recruited by means of open competition in England, proved, on the average, as efficient as the European members of the Indian Civil Service of the same standing and recruited in the same manner? Has it been found possible and expedient to employ them in all branches of the administration, whether on executive or judicial duties?

28. Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and, if so, what method of recruitment would you recommend?

(e) *Mixed Commissions.*

29. What experience have you had of military or other officers who have been specially recruited in India to fill Indian Civil Service posts, and how many such officers are employed in your province? Please distinguish in your reply between (a) military officers, and (b) others; and give details of the latter.

30. Have such officers proved on the average as efficient as members of the Indian Civil Service filling posts of similar responsibility? Has it been possible and expedient to employ them in all branches of the Administration, whether on executive or judicial duties?

31. If the system of recruiting military officers in India has been stopped, or has never existed in your province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent should it be adopted?

32. Do you consider that such a system should be restricted to the recruitment of military officers or extended to the recruitment of selected officers from other Indian services?

(f) *Listed Posts, etc.*

33. Please now refer to the rules, dated 26th August 1910, made in exercise of the powers conferred by section 6 of the Government of India Act, 1870 (33 Vict., c. 3) and reproduced as Appendix IV, and to the statement in Appendix V to these questions, showing the number of offices,

[A.—Indian Civil Service.]

METHODS OF RECRUITMENT—*concl.*(f) *Listed Posts, etc.—concl.*

places and appointments, commonly known as listed posts, ordinarily held by members of the Indian Civil Service, to fill which it has been declared that members of the Provincial Civil Service can properly be appointed; and say whether the figures given are correct for your province.

34. Are all the posts thus listed ordinarily and regularly filled by "Natives of India"? If not, please state for the last five years to what extent there has been any failure to work up to the authorized list, and explain the reasons.

35. To what extent also during the last five years have these listed posts been filled—(a) by members of the Provincial Civil Service; (b) by other "Natives of India"? Please give the names and positions of the latter, if any.

36. Has the power to fill one-quarter of the listed posts with "Natives of India" other than members of the Provincial Civil Service or Statutory Civilians been ordinarily and regularly exercised? If not, can you give the reasons for this, and do you think it advisable that the power should be utilized and in what directions?

37. Does the system by which most of the inferior listed posts are merged in the Provincial Civil Service give satisfaction—(a) to the members of the Provincial Civil Service; and (b) to the public interested in this question; and what advantages, if any, does this arrangement possess?

38. Is the class of posts listed suitable? If not, in what directions would you suggest any changes; and why?

39. Have the officers of the Provincial Civil Service, selected to fill listed posts, proved on the average as efficient as members of the Indian Civil Service filling posts of similar responsibility, and has it been found possible and expedient to employ them in all branches of the Administration?

40. Please now turn to the Indian Civil Service Act, 1861 (24 & 25 Vict., c. 54), which will be found in Appendix II to these questions and say how many "Natives of India" have been appointed permanently to posts in your province under its provisions during the last five years, giving names and the nature of the posts so filled.

41. Are there any other ways in which "Natives of India" are appointed to your province to Civil Service posts? If so, please give details of the same.

42. Please add such remarks as you may desire to offer on any points relating to the system of recruitment for Indian Civil Service posts which are not covered by your answers to the foregoing questions.

SYSTEMS OF TRAINING AND PROBATION.

(a) *Probation.*

43. What is your experience of the results of the existing system under which successful candidates in the open competitive examination are required to undergo a probationer's course of instructions in England? Do you recommend the continuance or abolition of this system?

44. What should be the duration of the probationer's course in England (a) under the present system of the open competitive examination, (b) under any modification of that system recommended by you?

45. Do you consider it desirable that probationers should be required to spend their period of probation in England at an approved University?

46. If so, do you advise the selection of one or more Universities for this purpose and for what reasons?

47. Do you consider that probationers should receive allowances during their period of probation? If so, please give the scale and conditions that you recommend.

48. If you do not advise attendance at an approved University during the period of probation in England, what alternative course of study do you recommend?

49. Would it, in your opinion, be desirable to establish a separate institution in England for this purpose, and, if so, under what conditions?

50. If a probationer's course is continued in England, do you accept the principle laid down by Lord Macaulay's Committee in 1854, that successful candidates in the open competition should be considered as having finished their general education and that their future studies should be such as have a special tendency to fit them for their calling? Does your answer apply equally to candidates who pass the open competitive examination after leaving school and to those who do so after completing a University course?

51. Please examine the statement printed as Appendix VI to these questions, showing the courses of studies prescribed for probationers in 1891 and 1912, and state what alterations (if any) you desire to recommend in the present course (a) under the existing system of the open competitive examination, and (b) under any modification of that system recommended by you.

52. In particular, please state your opinion as to the desirability during the period of probation of (i) compulsory attendance at Law Courts in England and reporting of cases; (ii) the teaching of Indian Law in addition to the general principles of jurisprudence; (iii) the teaching of the grammar and text-books of Indian languages with or without any attempt at colloquial instruction; (iv) the teaching of—(a) Indian Geography, (b) Political Economy, (c) Accounts.

53. Do you consider that the probationer's course of instruction can best be spent in England or in India?

54. What is your opinion of a proposal to start at some suitable place in India a college for the training of probationers of the Indian Civil Service and possibly of other Indian services recruited in England?

A.—Indian Civil Service.]

SYSTEMS OF TRAINING AND PROBATION—concl'd.

(a) Probation—concl'd.

55. What is your opinion of a proposal that each Provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?

56. In the report of the Treasury Committee appointed to consider the organization of Oriental Studies in London (1909), the view is taken that the preliminary training in Oriental languages and in law required by probationers can be given better in England than in India, because of the difficulties which junior civilians would experience in learning these subjects in India, the lack of good teachers in Indian district head-quarters, the difficulty of even good Indian teachers appreciating the European students' point of view, and the difficulty of arduous study in a tropical climate. Do you consider that these objections could be met by a suitable scheme of instruction in India?

57. If you have recommended the introduction of any scheme of direct recruitment in India for "Natives of India," whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of probation you recommend for such officers.

58. In particular, if a period of probation is recommended for such officers, do you advise that it should be passed in England or in India?

59. Do you consider that any differentiation is necessary during the period of probation between the course of study for probationers who are "Natives of India" and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?

(b) Training.

60. Are you satisfied with the present arrangements for the training of junior members of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be introduced?

61. Is the existing system of departmental examinations suitable, and, if not, what change do you recommend?

62. Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?

63. Do you recommend any changes in the rules for the encouragement of the study of Oriental languages, and, if so, what changes?

64. Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial Branch. In particular, do you favour a system of granting study leave to Europe, and, if so, what course of study (course for a call to the Bar, reading in barristers' chambers or other), and what conditions do you propose?

65. Do you recommend any special course of study in law in India for officers selected for the Judicial Branch?

66. Do you recommend any special training in subordinate judicial posts for officers selected for the Judicial Branch? If so, please give details.

67. Do you recommend any system for encouraging the higher study of law analogous to the rules for the encouragement of the study of Oriental languages?

68. Is any differentiation desirable in the system of training after appointment in India between members of the Indian Civil Service who are "Natives of India" and other natural-born subjects of His Majesty? If so, please state your proposals.

69. If you have recommended the introduction of any scheme of direct recruitment in India for "Natives of India," whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of training you recommend for such officers.

70. Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are "Natives of India" as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals.

71. Please add such remarks as you may desire to offer on any points relating to the system of probation and training for the Indian Civil Service which are not covered by your answers to the foregoing questions.

CONDITIONS OF SERVICE.

72. The present theory underlying the conditions of service in the Indian Civil Service is—(a) that the members of the Service should have sufficient training in subordinate or inferior appointments before they are called upon to discharge the duties of higher ones; and (b) that they should, throughout the whole period of their service, have sufficient salaries and sufficiently responsible duties. To secure these objects the number of posts, called technically "superior" posts, carrying a salary of over Rs. 1,000 *per mensem* is ascertained, and it is endeavoured to recruit only sufficient officers to make it probable that each officer will find himself officiating with practical permanency in at least of those appointments after the completion of eight years' service. Do you accept this system? If so, do you consider that the period of eight years is suitable, or do you recommend any change? What alteration (if any) would be necessary if the age of recruitment were lowered?

73. It is also part of the existing system that officers of over two but under eight years' completed service should fill with practical permanency in the ordinary course of promotion charges of minor responsibility, called technically "inferior" posts, and should be drawing pay at rates above

[A.—Indian Civil Service.]

CONDITIONS OF SERVICE—concl'd.

that of the lowest grade, but not exceeding Rs. 1,000 *per mensem*. Do you accept this as a suitable arrangement? If not, what alteration would you suggest, and for what reasons?

74. Please show in a tabular statement for the last five years, quarter by quarter, with foot-notes giving the names, the total net number of officers who have failed to obtain promotion in accordance with the principles set out in the preceding questions, and say whether any inconvenience, and if so, what, has been caused thereby to the Administration?

75. Please now see the statement marked AA and the list marked—

Madras = A,

Bombay = B,

Bengal = C,

United Provinces = D,

Punjab = E,

Burma = F,

Bihar and Orissa = G,

Central Provinces and Berar = H,

Assam = I,

which have been reproduced in Appendix VII to these questions, and say whether they are correct for your province. If not, please state what amendments are necessary.

76. Is any difficulty experienced by the Administration in working with the number of superior posts shown in the list for your province? Do all the posts entered as superior carry a salary of more than Rs. 1,000 *per mensem*, and are they all such as are ordinarily held by officers in the Indian Civil Service? If not, what changes, if any, do you suggest?

77. Does the number of superior posts shown as held directly under the Government of India correspond with the actual experience of the last five years? If not, please give particulars of the discrepancies, and say whether you consider any change of practice in this respect to be desirable. [Attention is invited in this connexion to List J in Appendix VII to these questions.]

78. Does the number of superior posts allowed for temporary appointments and deputations correspond with the actual experience of (say) the last five years? If not, please give particulars of the discrepancies and say whether you consider any change of practice in this respect to be desirable?

79. Does the arrangement by which officers, recruited against temporary superior posts, are shown in the lowest grade, work satisfactorily? If not, what change of practice appears to you to be necessary?

80. Does the allowance of 39 per cent. on the number of superior posts give the right number of junior officers for the work of the administration of your province? If not, please state what excess or deficiency in your opinion exists, giving your reasons in detail.

81. Junior officers are considered to be under training during the first two years of their service. Does this approximate to the actual conditions? If not, what alteration is necessary in the percentage of 15.5 allowed for training?

82. Does the leave allowance of 32.7 per cent. for superior posts, 6.7 per cent. for inferior posts, and 6 per cent. for training posts, approximate to the actual conditions? If not, please state what alteration is desirable?

83. Does the annual decremental rate of 4.17 per cent. on the total strength of the service correspond with the actual experience of the last 20 years? If not, please give the actual facts for this period and suggest a suitable figure, with reasons in support of the same.

84. Does the theoretical strength of the Service correspond ordinarily with its actual strength? If not, please state the facts and, in particular, offer any remarks which may suggest themselves with regard to the existing discrepancy shown in the statement marked BB which is included in Appendix VII to these questions?

85. Do you consider that the present system of a quinquennial examination of the conditions of service is adequate to regulate the rate of recruitment and flow of promotion? If not, what alterations do you recommend?

86. State the principles on which the annual indent for recruitment to the Indian Civil Service is regulated. Do you consider that accurate results are attained thereby? If not, what alterations do you recommend?

87. Are you satisfied that, under the existing system of promotion, the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?

88. To what extent are the functions of the officers of the Executive and Judicial Branches of the Indian Civil Service differentiated? Is any change desirable, and, if so, in what directions?

89. Have you any other suggestions to make under this head which are not covered by your answers to the above questions and to the questions under the heads relating to salary, leave and pension.

CONDITIONS OF SALARY.

90. Please see the two statements contained in Appendix VIII to these questions showing the various rates of pay drawn by officers holding posts in the Indian Civil Service cadre and the grading of each class of post for the different provinces, and say whether they are correct for your province.

91. Please give full information regarding the rates of pay and the number of posts in each of the main grades of the service authorized on the 1st April of each of the following years: 1860, 1870, 1880, 1890, 1900 and 1912.

92. Are the present rates of pay and grading suitable? If not, what alteration do you recommend?

93. If any dissatisfaction is felt, does it relate to the pay or grading of the higher or lower posts or to both?

94. Do you consider it desirable that there should be uniformity of payment for similar kinds of work in all the provinces, and does any dissatisfaction on this score exist in your province, and, if so, what?

A.—Indian Civil Service.]

CONDITIONS OF SALARY—*conclld.*

95. Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and, if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?

96. If abolition is recommended with compensation in the form of increased salaries, what is your opinion regarding the grant of a similar increase of salary to those members of the Service who now draw no exchange compensation allowance?

97. How does the system of acting allowances work in the case of officers selected to officiate in appointments involving increased responsibility? Is it productive of any inconvenience and have you any suggestion to make on the subject?

98. How is the system of officiating grade promotions, where there is no change of duties, actually worked? Is the system convenient in the interests both of the Government and of the officers of the Service? Have you any recommendations to make for its alteration?

99. What is your opinion regarding the substitution for the existing graded system of promotion of a time-scale of salary? If you are in favour of a time-scale, should it be restricted to the lower grades of the Service or not?

100. As an alternative, do you recommend a system by which each main class of appointment would have a separate time-scale?

101. What is your experience of the practical working of time-scales of pay in other Indian services?

102. If you recommend any system of time-scale of pay, please describe it, and state what conditions should be laid down in regard to the grant of increments, promotion to superior grades, charge allowances, and other matters of importance. How do you propose to apply such time-scale in provinces where the scale of pay of the Judicial and Executive Branches of the Service is different?

103. If you are in favour of a time-scale of pay, how would you secure that the recruitment of junior officers is restricted to the number likely to be promoted in a reasonable time to posts of independent responsibility, and do you or do you not consider it desirable that all members of the Indian Civil Service should have the prospect of rising to such posts within a fixed time?

104. Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rate do you suggest for the various grades of the service?

105. Have you any other proposals to make in regard to the conditions of salary not covered by your answers to the above questions?

CONDITIONS OF LEAVE.

106. Is there any reason to suppose that officers of the Indian Civil Service take more or less leave of any particular kind than they did 5, 10, 15, or 20 years ago? If so, to what is this due?

107. Is all the leave on full pay due to them ordinarily taken by officers of the Indian Civil Service, and, if not, what are the reasons? Is the amount which can be earned in your opinion suitable? If not, what alternative arrangement do you suggest?

108. Is all the furlough due to them ordinarily taken by officers of the Indian Civil Service? Is it necessary to allow for as much furlough as is permissible by the present rules? If not, what change do you suggest?

109. Do you consider that the rates of furlough allowances are suitable? If not, what changes do you recommend?

110. Do you recommend any change in the concession, granted in 1893, under which leave allowances expressed in rupees, other than privilege leave allowances, issued at the Home Treasury, or in a Colony with a gold standard of currency, are issued in sterling at the privilege rate of exchange of 1s. 6d. the rupee? If so, what change?

111. Do you consider that the maximum and minimum limits of leave allowances at present fixed are suitable? Do you recommend any change in the alternative rates fixed in sterling and in rupees, and if so what change?

112. Have you any recommendation to make in regard to special leave, extraordinary leave without allowances, and other forms of leave? Do you consider that the present conditions governing these kinds of leave, and the leave allowances admissible, are suitable?

113. Generally speaking, do any of the present leave rules applicable to the Indian Civil Service cause inconvenience to the Administration, and if so what, and what remedy do you suggest?

114. In particular, are they a contributory cause of excessive transfers of officers of the Indian Civil Service, and, if so, how can this difficulty be met?

115. Do any of the present leave rules press hardly in any way on officers of the Indian Civil Service themselves, and, if so, in what respects? What is, in your opinion, the appropriate remedy?

116. Do the present leave rules applicable to Statutory Civilians, or to officers of the Provincial Civil Services employed in listed posts, cause any inconvenience to the Administration, or press hardly on the officers themselves, and in what respects? In particular, do you consider that separate sets of rules for such officers and for officers of the Indian Civil Service are desirable?

117. Have you any other proposals to make in regard to the conditions of leave not covered by your answers to the above questions?

CONDITIONS OF PENSION.

118. Is the present system of equal annuities to all members of the Indian Civil Service generally accepted as satisfactory by the Government and by the members of the Indian Civil Service?

119. Would a non-contributory system of superannuation pensions, varying in amount with the amount of salary drawn at the time of retirement, be preferable in the interests either of the Government or of the members of the Indian Civil Service?

[A.—Indian and Provincial Civil Services.

CONDITIONS OF PENSION—*conclld.*

120. Assuming the maintenance of the annuity system, do you suggest any modifications in its detailed working, and, if so, what, and for what reasons?

121. In particular, what is your opinion of the arrangement by which members of the Indian Civil Service, who are appointed Judges of High Courts, obtain special pensions of £1,200 a year after 11½ years' actual service as Judges? Do you recommend any change in the present condition?

122. Do you consider that a similar system should be applied to the cases of high executive officers, and, if so, to which? Please state the amount of pension and the conditions which you recommend as suitable.

123. Assuming the substitution of a non-contributory system of superannuation pensions varying in amount with the amount of salary drawn at the time of retirement, please describe the system that you recommend.

124. Do you recommend the introduction of a system of reduced pensions for such officers as may be found to be inefficient, but whom it would be difficult to retire without some provision for their subsistence? If so, what do you suggest?

125. Do you consider the existing pension rules suitable in the interests both of the Government and of the members of the Indian Civil Service? In particular, what is your opinion of the present rules regulating voluntary and compulsory retirement?

126. Do you approve of the present system regulating the pensions of military officers holding Indian Civil Service posts? If not, what do you suggest?

127. Do you approve of the present system regulating the pensions of statutory civilians? If not, what do you suggest?

128. Do you approve of the present system regulating the pensions of officers of the Provincial Civil Services holding listed posts? If not, what do you suggest?

129. Do you accept as satisfactory the regulations of the Indian Family Pension Fund, or have you any suggestions to make either for their abolition or for their alteration? Have you any proposals to make in regard to the present methods of working such regulations?

130. In particular, do you approve of the exclusion from their benefits of "Natives of India," who are members of the Indian Civil Service? If not, under what conditions would you admit them, having regard to the main differences between their social conditions and those of the European members on which the present system is based?

131. Do you recommend that such admission should be optional or compulsory?

132. If you do not approve their admission to the Indian Civil Service Family Pension Fund, do you recommend the formation of a separate Family Pension Fund?

133. Is the existing system under which provision is made for the families of deceased military officers holding Indian Civil Service posts satisfactory? If not, what would you suggest?

134. Have you any criticisms to make on the facilities at present offered—(a) to Statutory Civilians, (b) to members of the Provincial Civil Services holding listed posts, for providing for their families against their decease?

135. Have you any other proposals to make in regard to the conditions of pension not covered by your answers to the above questions?

GENERAL.

136. Are you satisfied with the existing organization of the Indian Civil Service? If not, please state what alternative organization you consider desirable, and explain fully your views, making any suggestions that appear to you suitable.

137. Have you any other proposals to make in regard to the Indian Civil Service not covered by your answers to the above questions? If so, please explain them.

QUESTIONS RELATING TO THE PROVINCIAL CIVIL SERVICE.

[Note.—In replies to these questions, it should be clearly specified whether the reply refers to the whole Provincial Civil Service, or to the Executive Branch or to the Judicial Branch.]

METHODS OF RECRUITMENT.

1. Please refer to Government of India Resolution No. 1046—1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?

2. Please supply a copy of the Rules for the Recruitment of the Provincial Civil Service in force in your province. Are these rules suitable, or have you any recommendations to make for their alteration?

3. Please see the statement showing the constitution of the Provincial Civil Service, reproduced as Appendix B to these questions, and state whether the information is correct for your province. If not, what alterations are required?

4. Please state the different systems of recruitment that have been adopted for the Provincial Civil Service, the periods for which they were in force, and the number of officers recruited year by year in your province under each system since its formation.

5. Please state the number of natural-born subjects of His Majesty other than "Natives of India" recruited in your province in each year.

6. What is your experience of the officers selected by the different methods of recruitment which method has proved the most satisfactory, and what changes, if any, in the present system of recruitment do you recommend? For direct recruitment do you recommend (a) open competition,

A.—Provincial Civil Service.]

METHODS OF RECRUITMENT—*conclld.*

(b) nomination, (c) combined nomination and examination, or (d) some other method? Please describe fully the system that you recommend.

7. To what extent are non-residents of the Province employed in your Provincial Civil Service? Do you consider that only residents of the Province should ordinarily be recruited?

8. Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?

SYSTEMS OF TRAINING AND PROBATION.

9. What is the system of training and probation adopted for officers of the Provincial Civil Service? Do you consider it satisfactory, and, if not, what alterations do you recommend?

10. Is the existing system of departmental examinations suitable, and, if not, what changes do you recommend?

CONDITIONS OF SERVICE.

11. Do you consider that any change should be made in the classes of offices and appointments at present included in your Provincial Civil Service?

12. What is the system on which the strength of the ^{Executive}_{Judicial} Branch of your Provincial Civil Service is fixed? Do you consider it satisfactory, and, if not, what alterations do you recommend?

13. In particular, is the leave reserve adequate, and the system on which it is graded suitable?

14. Is there any reserve for officers under training, and is it adequate?

15. What is the annual rate of recruitment and how is it fixed? Has it worked well in practice and does it secure an even flow of promotion?

16. To what extent is any system of selection for appointments to the higher grades enforced? Is any change of practice required in this respect?

17. Are you satisfied that under the existing system of promotion the interests of individual officers and of the Administration are duly reconciled, and have you any suggestion to make regarding it, particularly on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?

18. To what extent are the functions of the officers of the Executive and Judicial Branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?

19. Are you satisfied with the existing arrangements by which certain posts, ordinarily filled by members of the Indian Civil Service, are listed as open to officers of the Provincial Civil Service of proved merit and ability, and is the system followed in making appointments to those posts suitable? If not, what alterations do you suggest?

20. Are you satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service? If not, what change would you suggest?

21. Are you satisfied with the present designation "the Provincial Civil Service"? If not, what would you suggest?

CONDITIONS OF SALARY.

22. Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?

23. Please give full information regarding the rates of pay and the number of posts in each of the main grades of the Provincial Civil Service authorized on the 1st April of each of the following years:—1890, 1900 and 1912. When was the last general reorganization effected, and what improvement of prospects was effected thereby?

24. Are the existing rates of pay and grading in the Provincial Civil Service of your province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?

25. Are you satisfied with the present system under which officiating promotions are not made in the Provincial Civil Service? If not, what alteration do you recommend?

26. What is your opinion regarding the substitution of a time-scale of salary for the existing graded system of promotion? If you are in favour of a time-scale, should it be restricted to the lower grades of the service, or not?

27. As an alternative, do you recommend a system by which each main class of appointment would have a separate time-scale?

28. What is your experience of the practical working of time-scales of pay in other Indian services?

29. If you recommend any kind of time-scale of pay, please describe the scheme that you propose and state what conditions should be laid down in regard to the grant of increments, promotion to superior grades, charge allowances and other matters of importance. How do you propose to apply such time-scales in provinces where the scale of pay of the Executive and Judicial Branches of the service is different?

30. Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?

CONDITIONS OF LEAVE.

31. Is there any reason to suppose that officers of the Provincial Civil Service take more or less leave of any particular kind than they did 5, 10, 15, or 20 years ago? If so, to what is this due?

[A.—Provincial Civil Service.

CONDITIONS OF LEAVE—*conclld.*

32. Is all the leave on full pay due to them ordinarily taken by officers of the Provincial Civil Service, and, if not, what are the reasons? Is the amount which can be earned in your opinion suitable? If not, what alternative arrangement do you suggest?

33. Is all the furlough due to them ordinarily taken by officers of the Provincial Civil Service? Is it necessary to allow for as much furlough as is permissible by the present rules? If not, what change do you suggest?

34. Do you consider that the rates of furlough allowances are suitable? If not, what changes do you recommend?

35. Do you consider that the maximum and minimum limits of leave allowances at present fixed are suitable?

36. Have you any recommendations to make in regard to special leave, extraordinary leave without allowances, and other forms of leave? Do you consider that the present conditions governing these kinds of leave, and the leave allowances admissible, are suitable?

37. Generally speaking, do any of the present leave rules applicable to the Provincial Civil Service cause inconvenience to the Administration? and if so what, and what remedy do you suggest?

38. In particular, are they a contributory cause of excessive transfers of officers, and, if so, how can this difficulty be met?

39. Do any of the present leave rules press hardly in any way on officers of the Provincial Civil Service, and, if so, in what respect? What is, in your opinion, the appropriate remedy? In particular, do you regard the existing differences between the leave rules for the European and Indian Services as suitable?

CONDITIONS OF PENSION.

40. Is the present system of superannuation pensions satisfactory in the interests both of the Government and the members of the Provincial Civil Service?

41. Have you any suggestions to make in favour of any modifications in its detailed working, and if so, what, and for what reasons?

42. Do you approve of the grant of reduced pensions for such officers as may be found to be inefficient, but whom it may be difficult to retire without some provision for their subsistence? If so, what do you suggest?

43. Do you approve of the present system regulating pensions of officers of the Provincial Civil Service holding listed posts? If not, what do you suggest?

44. Do you consider that the existing rules governing the voluntary and compulsory retirement of members of the Provincial Civil Service are satisfactory? If not, what changes do you recommend?

45. To what extent do members of the Provincial Civil Service subscribe for the benefit of their families to the Government General Provident Fund or to other official or officially-recognized funds? Are any further facilities required, and what arrangements of this kind do you consider to be necessary?

GENERAL.

46. Are you satisfied with the existing organization of the Provincial Civil Service? If not, please state what alternative organization you consider desirable, and explain fully your views, making any suggestions that appear to you to be suitable.

47. Have you any other proposals to make in regard to the Provincial Civil Service not covered by your answers to the above questions? If so, please explain them.

A.—Indian Civil Service.]

APPENDIX I.

Period of Age-limits, 17–21, i.e., down to 1877.		Period of Age-limits, 17–19, i.e., 1878–1891.	
Subjects.	Marks.	Subjects.	Marks.
1. English Composition ...	500	1. English Composition ...	300
2. History of England, including that of the Laws and Constitution ...	500	2. History of England, including a period selected by the candidate.	300
3. English Language and Literature ...	500	3. English Literature, including books selected by the candidate.	300
4. Language, Literature, and History of Greece.	750	4. Greek ...	600
5. Language, Literature and History of Rome.	750	5. Latin ...	800
6. Language, Literature, and History of France.	375	6. French ...	500
7. Language, Literature, and History of Germany.	375	7. German ...	500
8. Language, Literature, and History of Italy.	375	8. Italian ...	400
9. Mathematics (pure and mixed) ...	1,250	9. Mathematics (pure and mixed) ...	1,000
10. Natural Science—that is (1) Chemistry, including Heat; (2) Electricity and Magnetism; (3) Geology and Mineralogy; (4) Zoology, (5) Botany. The total (1,000) marks may be obtained by adequate proficiency in any two or more of the five branches of Science included under this head.	1,000	10. Natural Science—that is, the Elements of any two of the following Sciences, viz., Chemistry, 600; Electricity and Magnetism, 300; Experimental Laws of Heat and Light, 300; Mechanical Philosophy, with outlines of Astronomy, 300.	800 or 600
11. Moral Science—that is, Logic, Mental and Moral Philosophy.	500	11. Logic ...	300
12. Sanskrit Language and Literature ...	500	12. Elements of Political Economy ...	300
13. Arabic Language and Literature ...	500	13. Sanskrit ...	500
		14. Arabic ...	500

Period of Age-limits, 21–23, i.e., 1892–1905.		Period of Age-limits, 22–24, i.e., 1906 to date.	
Subjects.	Marks.	Subjects.	Marks.
1. English Composition ...	500	1. English Composition ...	500
2. English History ...	500	2. English History, either or both sections may be taken— Section I., to A.D. 1485 ... 400 Section II., A.D. 1485 to 1848 ... 400	
3. English Law, viz., Law of Contract—Criminal Law—Law of Evidence and Law of the Constitution.	500	3. English Law ...	500
4. English Language and Literature (including special period named by the Commissioners.)	500	4. English Language and Literature ...	600
5. Greek Language and Literature ...	750	5. Translation ...	400
6. Greek History (Ancient, including Constitution).	400	6. Prose Composition ...	200
7. Latin Language and Literature ...	750	7. Verse Composition ...	200
8. Roman History (Ancient, including Constitution).	400	8. Literature, etc. ...	300
9. Roman Law ...	500	9. Greek History (Ancient, including Constitution). Latin not less than two sub-divisions, of which one must be Translation:—	600
10. French Language and Literature ...	500	10. Translation ...	400
11. German Language and Literature ...	500	11. Prose Composition ...	200
12. General-Modern History (period to be selected by Candidates from list in the syllabus issued by the Commissioners, one period at least to include Indian History).	500	12. Verse Composition ...	200
13. Mathematics (pure and applied) ...	900	13. Literature, etc. ...	300
14. Advanced Mathematical subjects (pure and applied).	900	14. Roman History (Ancient, including Constitution).	500
		15. Roman Law ...	500
		16. French, History of the Language and Literature.	200
		17. French, Translation, Composition and Conversation.	400
		18. German, History of the Language and Literature.	200
		19. German, Translation, Composition and Conversation.	400
		20. Italian, History of the Language and Literature.	200
		21. Italian, Translation, Composition and Conversation.	400
		22. General Modern History ...	500
		23. Lower Mathematics ...	1,200
		24. Higher Mathematics ...	1,200

[A.—Indian Civil Service.]

APPENDIX I.—concl'd.

Period of Age-limits, 21–23, i.e., 1892–1905.		Period of Age-limits, 22–24, i.e., 1906 to date.	
Subjects.	Marks.	Subjects.	Marks.
15. Natural Science, i.e., any number not exceeding three of the following subjects:— Elementary Chemistry and Elementary Physics ... 600 (N.B.—This subject may not be taken up by those who offer either Higher Chemistry or Higher Physics) Higher Chemistry ... 600 Higher Physics ... 600 Geology ... 600 Botany ... 600 Zoology ... 600 Animal Physiology ... 600	1,800	25. Natural Science, i.e., any number not exceeding four of the following or three if both Lower and Higher Mathematics be also taken:— (1) Chemistry ... 600 (2) Physics ... 600 (3) Geology ... 600 (4) Botany ... 600 (5) Zoology ... 600 (6) Animal Physiology ... 600 (7) Geography ... 600	2,400 or 1,800
16. Logic and Mental Philosophy (Ancient and Modern).	400	26. Logic and Physiology ...	600
17. Moral Philosophy (Ancient and Modern)	400	27. Moral and Metaphysical Philosophy ...	600
18. Political Economy and Economic History	500	28. Political Economy and Economic History	600
19. Political Science (including Analytical Jurisprudence, the early History of Institutions and Theory of Legislation).	500	29. Political Science ...	500
20. Sanskrit Language and Literature ...	500	31. Sanskrit Language and Literature ...	800
21. Arabic Language and Literature ...	500	32. Arabic Language and Literature ...	800

Candidates are at liberty to name any or all of these branches of knowledge. No subjects are obligatory.

Consistently with the limitations specified above Candidates are at liberty to name any of the foregoing subjects, provided that the maximum number of marks that can be obtained from the subjects chosen is limited to 6,000.

APPENDIX II.

THE INDIAN CIVIL SERVICE ACT, 1861.

(24 & 25 Vict., Cap. 54.)

An Act to confirm certain Appointments in India, and to amend the Law concerning the Civil Service there.

[1st August 1861.]

WHEREAS by section fifty-six of an Act of the thirty-third year of King George the Third, 33 G. 3. c. 52. Chapter fifty-two, it was enacted that all the civil servants of the East India Company in India under the rank or degree of Members of Council should have and be entitled to precedence in the service of the said Company at their respective stations according to their seniority of appointment, and that no such civil servant should be capable of being advanced or promoted to any higher station, rank or degree therein than he should be entitled to according to the length of his service; and by section fifty-seven of the same Act it was enacted that all vacancies happening in any of the offices, places, or employments in the civil line of the Company's service in India (being under the degree of Counsellor) should be from time to time filled up and supplied from amongst the civil servants of the said Company belonging to the presidency wherein such vacancies should respectively happen: And whereas by reason of the exigencies of the public service vacancies in certain offices, places and employments in India have been filled up by the appointment of persons not being civil servants, or not being civil servants belonging to the presidency wherein the vacancies have happened, and otherwise not in accordance with the provisions of the said enactments, and it is expedient that such appointments should be rendered valid, and also that the authorities in India should be empowered to make such appointments in like cases in future:

Be it enacted by the Queen's Most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:—

1. All appointments made by the authorities in India to any such Offices, Places or Employments shall be and be deemed to have been as valid and effectual as if the Act hereinbefore recited or referred to had not been passed—(Rep. 55 & 56 Vict., c. 19).

2. All vacancies happening in any of the offices, places, or employments specified in the Schedule annexed to this Act, and all such offices which may be created hereafter, shall be filled up and supplied, except as hereinafter provided, from amongst the covenanted civil servants of the Crown in India.

3. Where it appears to the authority in India by whom an appointment should be made to any office, place, or employment specified in the said Schedule, that such appointment, under the special circumstances of the case, should be made without regard to the recited qualifications, conditions, and restrictions of the said Act, it shall be lawful for such authority to make such appointment accordingly; provided that no person shall be so appointed who has not resided for at least seven years in India, and that every person previously to his being so appointed to any of the offices in the Revenue and Judicial Departments specified in the said Schedule shall pass an

Appointments not in accordance with 33 G. 3. c. 52, valid. Vacancies in offices to be supplied by covenanted civil servants.

Persons not covenanted civil servants may, under special circumstances, be appointed to such offices subject to certain restrictions.

A.—Indian Civil Service.]

examination in the vernacular language of the district in which he is to be employed, where such examination is now required, and shall be subject to all the departmental tests and other qualifications and restrictions which are or may be imposed in the like case on covenanted civil servants.

4. Every such appointment shall be provisional only, and shall forthwith be reported to the Secretary of State in Council of India, together with the special reasons for making the same; and unless the Secretary of State in Council shall approve such appointment, with the concurrence of a majority of Members present at a meeting, and shall within twelve months from the date of such appointment notify such approval to the authority by whom the appointment was made, then such appointment shall be cancelled.

5. All vacancies happening in any other offices, places, or employments than those mentioned in the said Schedule, and all other offices than those so mentioned that may hereafter be created in India may be filled up and supplied without regard to the qualifications, conditions, and restrictions prescribed by the said Act.

6. Provided always that this Act shall not apply to the office of Lieutenant-Governor of any part of Her Majesty's dominions in India, or to any offices for the supply of which provision may be made by any other Act of the present session of Parliament.

7. Section fifty-six of the said Act of the thirty-third year of King George the Third, and so much of the other sections of the said Act and of any other Act now in force as requires seniority as a condition or qualification for the appointment of civil servants to offices, places, or employments, shall be repealed.

SCHEDULE.

Secretaries, Junior Secretaries, and Under-Secretaries to the several Governments of India, except the Secretaries, Junior Secretaries, and Under-Secretaries in the Military, Marine and Public Works Departments.

Accountant-General.
Civil Auditor. (a)

Sub-Treasurer. (b)

Judicial.

1. Civil and Sessions Judges, or Chief Judicial Officers of Districts in the Provinces now known as Regulation provinces.
2. Additional and Assistant Judges in the said Provinces.

3. Magistrates or Chief Magisterial Officers of Districts in the said Provinces.
4. Joint-Magistrates in the said Provinces.
5. Assistant Magistrates or Assistant to Magistrates in the said Provinces.

Revenue.

1. Members of the Board of Revenue in the Presidencies of Bengal and Madras.
2. Secretaries to the said Boards of Revenue.
3. Commissioners of Revenue or Chief Revenue Officers of Divisions in the Provinces now known as Regulation Provinces.
4. Collectors of Revenue or Chief Revenue Officers of Districts in the said Provinces.

5. Deputy or Subordinate Collectors where combined with the Office of Joint-Magistrate in the said Provinces.
6. Assistant Collectors or Assistants to Collectors in the said Provinces.
7. Salt Agents.
8. Controller of Salt Chowkies.
9. Commissioners of Customs, Salt and Opium.

10. Opium Agents.

(a) Now called Comptroller-General.

(b) Now non-existent.

APPENDIX III.

THE GOVERNMENT OF INDIA ACT, 1870.

(33 Vict., Cap. 3.)

An Act to make better provision for making Laws and Regulations for certain parts of India, and for certain other purposes relating thereto.

[25th March 1870.]

6. Whereas it is expedient that additional facilities should be given for the employment of Natives of India, of proved merit and ability, in the civil service of Her Majesty in India: Be it enacted, that nothing in the Government of India Act, 1858, or in the Indian Civil Service Act, 1861, or in any other Act of Parliament or other law now in force in India, shall restrain the authorities in India by whom appointments are or may be made to offices, places, and employments in the civil service of Her Majesty in India from appointing any Native of India to any such office, place or employment, although such Native shall not have been admitted to the said civil service of India in manner in section thirty-two of the first-mentioned Act provided, but subject to such rules as may be from time to time prescribed by the Governor-General in Council, and sanctioned by the Secretary of State in Council, with the concurrence of a majority of members present;

and that for the purpose of this Act the words "Natives of India" shall include any person born and domiciled within the dominions of Her Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only;

and that it shall be lawful for the Governor-General in Council to define and limit from time to time the qualification of Natives of India thus expressed; provided that every resolution made by him for such purposes shall be subject to the sanction of the Secretary of State in Council, and shall not have force until it has been laid for thirty days before both Houses of Parliament.

[A—Indian Civil Service.]

APPENDIX IV.

Notification of the Government of India, Home Department (Establishments), No. 1128, dated Simla, the 26th August 1910.

In exercise of the power conferred by section 6 of the Government of India Act, 1870 (33 Victoria, Chapter 3), and in supersession of the rules published in the Home Department Notification No. 2159 (Public), dated the 2nd November 1892, the Governor-General in Council has been pleased to make the following rules, which have been sanctioned by the Secretary of State in Council with the concurrence of a majority of the members present.

1. The local Government may appoint any member of the provincial civil service subordinate to it, who is a Native of India, and of proved merit and ability, to any of the offices, places, and employments ordinarily held by members of the Civil Service of His Majesty in India, to fill which it has been declared by such local Government (by notification in the official Gazette) that members of such Provincial civil service can properly be appointed.

2. The local Government may at any time appoint any Native of India of proved merit and ability to any of the offices, places, and employments specified by such local Government in any such notification as in Rule 1 is mentioned; provided that not more than one-fourth of the offices, places, and employments so specified shall at any one time be held by Natives of India not members of the Provincial civil service subordinate to the local Government; but this proviso shall not apply to or include any Native of India (not a member of a Provincial service) who has, prior to the making of these rules, been appointed under section 6 of the Government of India Act, 1870 (33 Victoria, Chapter 3), to an office, place, or employment in the Civil Service of India.

3. In addition to appointments made under Rules 1 and 2 the local Government may, whenever the exigencies of the public service render it necessary, appoint to any of the offices, places, or employments ordinarily held by members of the Civil Service of His Majesty in India, for a period not exceeding three months, any Native of India of proved merit and ability; provided that the appointment of any such officer shall not involve his transfer from another district.

4. The local Government may declare any appointment to be made on probation only, and may prescribe the terms on which it is made and the conditions with which the person appointed must comply before he can be confirmed.

5. The local Government may at any time suspend and remove any person appointed by such local Government under these rules.

A. EARLE,

Offg. Secy. to the Govt. of India.

APPENDIX V.

Statement showing Posts listed as open to the Provincial Civil Services.

	Madras.	Bombay.	Bengal.	United Provinces.	Punjab.	Burma.	Bihar and Orissa.	Central Provinces (and Berar).	Total.
Superior Posts.									
Heads of districts ...	2	2	8	2	2	2	5	4	49
District and Divisional Judges.	4	3		5	6	2		2	
Settlement Collectors ...	...	...	...	...	2	1	...	...	3
Sub-Collectors ...	2	...	...	...	...	...	...	...	2
Secretary, Board of Revenue.	...	...	...	...	1	...	...	...	1
Talukdari Settlement Officer	...	1	...	...	...	...	...	...	1
Total ...	8	6	8	7	11	5	5	6	66
Inferior Posts.									
Secretary to Board of Revenue.	1	...	...	1	...	...	...	...	2
Under-Secretary to Government.	1	...	1	...	1	...	1	...	4
Joint Magistrates or Assistant Commissioners or Assistant Collectors.	5	8	8	7	3	...	...	2	33
Assistant Judges	...	3	...	2	...	...	...	...	3
Small Cause Court Judges	...	...	...	2	...	...	...	...	2
Assistant Settlement Officers	...	...	...	2	...	...	...	...	2
Assistant to Director of Land Records.	...	...	...	1	...	...	...	...	1
Total ...	7	11	9	13	4	...	1	2	47
GRAND TOTAL SUPERIOR AND INFERIOR.	15	17	17	20	15	5	6	8	103

A.—Indian Civil Service.]

APPENDIX VI.

FINAL EXAMINATION OF 1891 WHEN THE PERIOD OF PROBATION WAS TWO YEARS.		FINAL EXAMINATION OF 1912 WHEN THE PERIOD OF PROBATION WAS ONE YEAR.	
Subjects (a).	Marks.	Subjects.	Marks.
1. *Classical languages of India—		<i>Compulsory—</i>	
Sanskrit	500	1. The principal Vernacular language of the Province to which the candidate is assigned.	400
Arabic	400	2. Indian History	400
Persian	400	3. Indian Penal Code	400
2. †Vernacular languages of India (excepting Hindustani when taken up by Madras candidates and Gujrati) each.	400	4. Code of Criminal Procedure ...	200
3. The History and Geography of India	350	5. The Indian Evidence Act ...	200
4. ‡Law	1,250	<i>Optional.—(Not more than one of the following subjects.)</i>	
5. Political Economy	350	1. §Sanskrit	400
		2. §Arabic	400
		3. Persian	400
		4. Hindustani (for candidates assigned to the Province of Burma only).	400
		5. Hindu and Muhammadan Law...	450

(a) In addition to the above, candidates were permitted to take up any one of the following branches of Natural Science, viz., Agricultural chemistry, botany, geology and zoology, for which 350 marks were allowed.

* One or more of these subjects could be taken.

† One of the languages prescribed for the candidates' Presidency or Province.

‡ The course of reading in law included—

- (1) General Jurisprudence—
Blackstone's Commentaries.
Austin's Jurisprudence.
The Institutes of Justinian.
Maine's Ancient Law.
Mackenzie's Studies in Roman Law.
Bentham's Theory of Legislation.

- (2) Law of Evidence—
The Indian Evidence Act.
Pitt Taylor's Treatise on the Law of Evidence.

- (3) Law of India—
The Code of Civil Procedure.
The Indian Penal Code.
The Code of Criminal Procedure.
The Indian Law of Contracts.
The Intestate and Testamentary Succession Act.
Hindu Law.
Muhammadan Law.

50th Report of His Majesty's Civil Service Commissioners, pages 523-6.

Simultaneously, the candidates attended courts and supplied the following detailed reports, with an analysis and notes in each case:—

- First Periodical Examination ... Seven reports of police court cases of a stipendiary Magistrate, embracing cases in which the magistrate exercised final jurisdiction and cases which he committed for trial.
Four civil cases of a county court in which the parties were represented by counsel.
One separate report of the whole business, of whatever kind, transacted in a police court during one day.
- Second Periodical Examination ... Five reports of Civil actions in the superior courts of London in which the defendant was represented by counsel.
Five reports of cases decided in the Central Criminal Court in which the prisoner was represented by counsel.
- Third Periodical Examination ... Three reports of civil cases of importance tried before special juries in the Superior Courts of London.
Three reports of criminal cases of importance tried before juries in the Central Criminal Court and selected for some special quality such as the gravity of the offence, the nature of the evidence produced, the number of the prisoners, etc.
- Final Examination ... One report of the investigation before a London police magistrate of a grave criminal charge ending in committal.
One report of the whole business, of whatever kind, transacted in a London police court in one day.
Two reports of important civil cases tried by a special jury in London.
One report of a case heard in the Judicial Committee of the Privy Council on appeal from India.

§ These subjects cannot be offered by any candidate who has offered them at the open competition.

[A.—Indian Civil Service.]

APPENDIX VII.

AA.

STATEMENT showing the CADRE and STRENGTH of the INDIAN CIVIL SERVICE for INDIA as a whole and by PRESIDENCIES or PROVINCES, as sanctioned on 1st July 1912, together with the number of posts listed as open to the Provincial Service in accordance with the terms of the rules made under the provisions of Section 6 of the Government of India Act, 1870 (33 Vict., Cap. 3).

	Madras.	Bombay.	Bengal.	United Provinces.	Punjab.	Burma.	Bihar and Orissa.	Central Provinces.	Assam.	Total.
(1) No. of "Superior" posts, i.e., posts carrying a salary of over Rs. 1,000 a month in the Presidency or Province.	87	84	90	111	80	83	64	61	22	662
(2) Deduct for posts listed as open to Provincial Service.	8	6	8	7	11	5	5	6	...	56
(3) Add for posts under the Government of India (a).	8	8	8	10	7	6	5	...	2	58
(4) Balance number of "Superior" posts.	87	86	90	114	76	84	54	49	24	664
(5) Add 4 per cent. for temporary posts and for deputation. [N.B.—For such posts additions are made in the lowest grade of assistants.]	3	3	4	5	3	3	2	2	1	26
(6) Total number of "Superior" posts on which recruitment is based.	90	89	94	119	79	87	56	51	25	690
(7) Add "Inferior" posts, i.e., posts above the lowest grade of assistants, but below the "Superior" posts, at 39 per cent. of line (6).	35	35	37	46	31	34	22	20	9	269
(8) Add leave reserve at 40 per cent. of line (6).	36	35½	37½	47½	32	35	22½	20	10	276
(9) Add training reserve at 15·5 of line (6).	14	13½	14½	18½	12	13	8½	8	4	106
(10) Strength of service required at 194·5 per cent. of line (6).	175	173	183	231	154	169	109	99	48	1,341
(11) Rate of recruitment at 4·17 per cent. of strength shown in line (10).	7·3	7·2	7·6	9·6	6·4	5·3 Civil. 1·7 Military.	4·5	4·1	2·0	54 Civil. 1·7 Military.

(a) The figures under this line are fixed arbitrarily from time to time for purposes of recruitment, and are not intended to limit or guarantee the number of posts under the Government of India, which may at any time be filled from a particular Province.

A.—Indian Civil Service.]

APPENDIX VII.—*contd.*

LIST A.

MADRAS.

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
2	Members of Council	5,333½
2	High Court Judges	4,000
1	Member, Board of Revenue	3,750
1	Chief Secretary	3,750
1	Member, Board of Revenue	3,500
1	Secretary, Revenue Department	3,125
2	Members, Board of Revenue	3,000
2	District and Sessions Judges, first grade	3,000
1	Inspector-General of Police	2,500—100—3,000
1	Resident, Travancore	2,800
7	District and Sessions Judges, second grade	2,500
1	Secretary, Municipal (Local) Department	2,500
(a) 7	Collectors, first grade	2,500
7	District and Sessions Judges, third grade	2,250
(a) 14	Collectors, second grade	2,250
6	District and Sessions Judges, fourth grade	2,000
1	Commissioner of Coorg	1,800—2,000
(a) 6	Collectors, third grade	1,800
1	Secretary to Commissioner of Land Revenue	1,500—1,800
1	Secretary to Commissioner, Salt and Abkari Revenue	1,500—1,800
1	Registrar, High Court	1,500—1,800
1	Private Secretary	1,500
(b) 20	Sub-Collectors and Joint Magistrates, first grade	1,200
Total ... 87		
Deduct — 8	For posts listed as open to the Provincial Service.	
Add + 8	Do. under the Government of India.	
Balance 87		
	<i>Inferior posts, i.e., posts above the lowest grade of assistants, but below the "superior" posts in order of pay.</i>	
3	Under-Secretaries	1,000
16	Joint Magistrates, second grade	900
16	Ditto, third grade	700
Total ... 35		
	<i>Reserve posts, i.e., Assistant Collectors.</i>	400—500
3	Reserve for temporary posts and for deputations.	
36	Leave reserve.	
14	Training reserve.	
Total ... 53		

(a) Includes Collector of Madras, Director of Agriculture, and Registrar of Co-operative Credit Societies.
 (b) Includes Deputy Commissioner of Salt and Abkari, and Director of Land Records.

[A.—Indian Civil Service.]

APPENDIX VII.—*contd.*

LIST B.

BOMBAY (INCLUDING SIND).

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
2	Members of Council	5,333½
3	High Court Judges	4,000
1	Chief Secretary	3,750
1	Commissioner in Sind	3,750
3	Commissioners	3,500
1	Secretary	3,125
1	Commissioner of Customs, Salt, Opium, etc.	3,000
1	Municipal Commissioner, Bombay	3,000
1	Judicial Commissioner, Sind	3,000
1	Inspector-General of Police	2,500—100—3,000
1	Additional Judicial Commissioner	2,750
(a) 3	District and Sessions Judges, first grade	2,500
1	Secretary	2,500
6	District and Sessions Judges, second grade	2,325
13	Senior Collectors	2,325
1	Commissioner of Settlement and Director, Land Records	Salary of grade plus a local allowance of Rs. 250.
9	District and Sessions Judges, third grade	1,800
(b) 15	Junior Collectors	1,800
1	Registrar, High Court	1,700
1	Private Secretary	1,500
		1,200
1	Deputy Commissioner, Upper Sind Frontier	{ Local allowance of Rs. 300.
3	Political appointments ... ..	.....
1	Assistant Remembrancer of Legal Affairs	1,250—50—1,500
2	Under-Secretaries	1,250
1	Talukdari Settlement Officer	1,100
		1,100
1	Assistant to Commissioner in Sind	{ Local allowance of Rs. 100.
1	Manager, Sind Encumbered Estates	Salary of grade plus special allowance of Rs. 200.
2	Superintendents of Land Records	{ Salary of grade plus special allowance of Rs. 150.
1	Registrar, Co-operative Credit Societies	900 (c)
5	Assistant Collectors, first grade	
Total ... 84		
Deduct — 6	For posts listed as open to the Provincial Service.	
Add + 8	Do. under the Government of India.	
Balance 86		
	<i>Inferior posts, i.e., posts above the lowest grade of assistants, but below the "superior" posts in order of pay.</i>	
17	Assistant Collectors, first grade	900
18	Ditto, second grade	700
Total ... 35		
	<i>Reserve posts, i.e., Assistant Collectors.</i>	400—500
3	Reserve for temporary posts and for deputations.	
35½	Leave reserve.	
13½	Training reserve.	
Total ... 52		

(a) Includes Remembrancer of Legal Affairs.

(b) Includes Collector of Salt Revenue, Collector of Bombay and Director of Agriculture and Co-operative Credit Societies, but excludes Collector of Customs, Bombay.

(c) It has recently been proposed to raise the pay of these five appointments to Rs. 1,200.

[A—Indian Civil Service.]

APPENDIX VII.—*contd.*

LIST C.

BENGAL.

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
2	Members of Council	5,333½
4	High Court Judges	4,000
1	Member, Board of Revenue	3,750
1	Chairman, Calcutta Corporation	3,500
1	Chief Secretary	3,333½
(a) 3	District and Sessions Judges, first grade	3,000
1	Chairman of the Calcutta Improvement Trust	3,000
5	Commissioners	2,916½
1	Inspector-General of Police	2,500—100—3,000
2	Secretaries	2,750
(a) 13	District and Sessions Judges, second grade	2,500
(b) 12	Magistrates and Collectors, first grade	2,250
(a) 14	District and Sessions Judges, third grade	2,000
(b) 13	Magistrates and Collectors, second grade	1,800
1	Registrar, High Court	1,700
(b) 14	Magistrates and Collectors, third grade	1,500
1	Private Secretary to His Excellency the Governor	1,500
1	Deputy Chairman, Calcutta Corporation	1,500
Total ... 90		
Deduct — 8	For posts listed as open to the Provincial Service.	
Add + 8	Do. under the Government of India.	
Balance 90		
	<i>Inferior posts (i.e., posts above the lowest grade of assistants, but below the "superior" posts in order of pay excluding one listed Under-Secretaryship).</i>	
2	Under-Secretaries	1,000
17	Joint Magistrates	900
17	Ditto	700
Total ... 36		
	<i>Reserve posts, i.e., Assistant Magistrates.</i>	400—500
4	Reserve for temporary appointments and deputations.	
37½	Leave reserve.	
14½	Training reserve.	
Total ... 56		

(a) Includes Superintendent and Remembrancer of Legal Affairs and three District and Sessions Judges for Assam.
 (b) Includes Commissioner of Excise, Director of Land Records, Director of Agriculture, two Secretaries to the Board of Revenue, Registrar of Co-operative Credit Societies, three Settlement Officers and four Additional Magistrates for Dacca, Midnapore, Bakarganj and Mymensingh.

[A.—Indian Civil Service.]

APPENDIX VII.—*contd.*

LIST D.

UNITED PROVINCES.

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
1	Lieutenant-Governor	8,333½
3	High Court Judges	4,000
1	Judicial Commissioner	3,500
2	Members, Board of Revenue	3,500
1	Additional Judicial Commissioner	3,333½
1	Chief Secretary	3,000
2	District and Sessions Judges, first grade	3,000
9	Commissioners	2,916½
1	Inspector-General of Police	2,500—100—3,000
1	Opium Agent	2,500—100—3,000
1	Commissioner, Kumaun	2,500
(a) 7	District and Sessions Judges, second grade	2,500
(b) 19	Magistrates and Collectors, first grade	2,250
(a) 6	District and Sessions Judges, third grade	2,250
10	District and Sessions Judges, fourth grade	1,833½
(b) 17	Magistrates and Collectors, second grade	1,833½
4	Deputy Commissioners, first grade	1,833½
3	District and Sessions Judges, fifth grade	1,666½
(b) 10	Deputy Commissioners, second grade	1,666½
1	Registrar, High Court	1,600
4	Settlement Officers	Salary of grade plus special allowance of Rs. 150.
1	Deputy Director of Land Records	
1	Registrar, Co-operative Credit Societies	
1	Superintendent, Dehra Dun	1,500
1	Deputy Commissioner, Naini Tal	1,500
1	Assistant Judge	1,100
2	Deputy Commissioners of Garhwal and Almora	1,000
Total ... 111		
Deduct — 7	For posts listed as open to the Provincial Service	
Add + 10	Do. under the Government of India.	
Balance 114		
	<i>Inferior posts, i.e., posts above the lowest grade of assistants, but below the "superior" posts in order of pay.</i>	
2	Under-Secretaries	1,000
1	Under-Secretary	800
1	City Magistrate, Lucknow	1,000
14	Joint Magistrates, first grade	1,000
6	Assistant Commissioners, first grade	800
1	Assistant Judge	800
20	Joint Magistrates, second grade	700
1	Registrar, Judicial Commissioner's Court	Salary of grade.
Total ... 46		
	<i>Reserve posts, i.e., Assistant Collectors.</i>	400—500
5	Reserve for temporary posts and for deputations.	
47½	Leave reserve.	
18½	Training reserve.	
Total ... 71		

(a) Includes the Legal Remembrancer.
 (b) Includes two Secretaries in the Board of Revenue, Judicial and Financial Secretaries to Government, Director of Land Records and Agriculture and Commissioner of Excise.

A.—Indian Civil Service.]

APPENDIX VII.—contd.

LIST E.

PUNJAB (EXCLUDING THE NORTH-WEST FRONTIER PROVINCE).

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
1	Lieutenant-Governor	8,333½
1	Chief Judge, Chief Court	4,000
2	Judges, Chief Court	3,500
2	Financial Commissioners	3,500
1	Chief Secretary	3,000
5	Commissioners	2,750
2	Divisional Judges, 1st grade	2,750
3	Divisional Judges, 2nd grade	2,500
6	Divisional Judges, 3rd grade	2,250
(a) 10	Deputy Commissioners, 1st grade	2,250
6	Divisional Judges, 4th grade	1,800
(a) 11	Deputy Commissioners, 2nd grade	1,800
8	District Judges	1,500
(a) 13	Deputy Commissioners, 3rd grade	1,500
6	Settlement Officers	Salary of grade plus special allowance of Rs. 150.
1	Registrar, Co-operative Credit Societies	
1	Senior Secretary to Financial Commissioners	Salary of grade, subject to a minimum of Rs. 1,200 and a maximum of Rs. 1,800.
1	Junior Secretary to Financial Commissioners	Salary of grade, subject to a maximum of Rs. 1,500 and a minimum of Rs. 1,000.
1	Registrar, Chief Court	1,250
Total .. 80		
Deduct — 11	For posts listed as open to the Provincial Service.	
Add + 7	Do. under the Government of India.	
Balance 76		
	Inferior posts, i.e., posts above the lowest grade of assistants, but below the "superior" posts in order of pay (excluding one Under-Secretaryship listed).	
2	Under Secretaries	1,000
14	Assistant Commissioners, 1st grade	900
15	Ditto, 2nd grade	700
Total ... 31		
	Reserve posts, i.e., Assistant Commissioners of the lowest grade.	400—500
3	Reserve for temporary posts and for deputations.	
32	Leave reserve.	
12	Training reserve.	
Total ... 47		

(a) Includes two Secretaries of Government, Director of Land Records, Director of Agriculture and Political Agent in the Phulkian States.

[A.—Indian Civil Service.]

APPENDIX VII.—contd.

LIST F.

BURMA.

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
1	Lieutenant-Governor	8,333½
1	Chief Judge, Chief Court	4,000
1	Judge, Chief Court	3,500
1	Judicial Commissioner, Upper Burma	3,500
1	Financial Commissioner	3,500
1	Chief Secretary to Government	3,000
8	Commissioners of Divisions	2,750
1	Commissioner of Settlements and Director of Land Records	2,750
2	Divisional Judges, 1st grade	2,750
1	President, Rangoon Municipality	2,500 (a)
1	Director of Agriculture	2,400 (d)
2	Divisional Judges, 2nd grade	2,250
(c) 12	Deputy Commissioner, 1st grade	2,250
1	Revenue Secretary to Government	2,250 (b)
1	Secretary to Government	2,250 (b)
2	Divisional Judges, 3rd grade	1,800
(c) 13	Deputy Commissioners, 2nd grade	1,800
8	District Judges	1,500
(c) 15	Deputy Commissioners, 3rd grade	1,500
1	Deputy Director of Land Records	1,600 (b)
1	Secretary to Financial Commissioner	1,500 (b)
1	Registrar, Chief Court	1,400 (b)
6	Settlement Officers	Salary of grade plus special allowance of Rs. 150.
1	Registrar, Co-operative Credit Societies	
Total ... 83		
Deduct — 5	For posts listed as open to the Provincial Service.	
Add + 6	For posts under the Government of India.	
Balance ... 84		
	Inferior posts, i.e., posts above the lowest grade of assistants, but below the "superior" posts in order of pay.	
11	Assistant Commissioners, 1st grade	1,000
13	Assistant Commissioners, 2nd grade	700
10	Assistant Commissioners, 3rd grade	600
Total ... 34		
	Reserve posts, i.e., Assistant Commissioners of the 4th grade.	450—500
3	Reserve for temporary posts and for deputations.	
35	Leave reserve.	
13	Training reserve.	
Total ... 51		

(a) Maximum salary, including a local allowance of Rs. 250 a month.

(b) Maximum salary including a local allowance of Rs. 400, Rs. 300, Rs. 200, Rs. 200 and Rs. 200, respectively.

(c) Includes Superintendent of Shan States, Collector of Rangoon and Commissioner of Excise, the latter officer drawing the salary of grade plus a local allowance of Rs. 250, without a maximum.

(d) Maximum salary including a local allowance of Rs. 150 a month.

A.—Indian Civil Service.]

APPENDIX VII.—*contd.*

LIST G.

BIHAR AND ORISSA.

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
1	Lieutenant-Governor	8,333½
2	Members of Council	5,000
2	High Court Judges	4,000
1	Member, Board of Revenue	3,500
1	Chief Secretary	3,000
(a) 2	District and Sessions Judges, 1st grade	3,000
5	Commissioners	2,916½
1	Inspector-General of Police	2,500—100—3,000
(a) 5	District and Sessions Judges, 2nd grade	2,500
(b) 9	Magistrates and Collectors, 1st grade	2,250
(a) 5	District and Sessions Judges, 3rd grade	2,000
(b) 10	Magistrate and Collectors, 2nd grade	1,800
(b) 10	Ditto, 3rd grade	1,500
Total ... 54		
Deduct ... 5	For posts listed as open to the Provincial Service.	
Add ... 5	Do. under the Government of India.	
Balance... 54	On which recruitment is based.	
	<i>Inferior posts, i.e., posts above the lowest grade of assistants but below the "superior" posts (including one listed Under-Secretary) in order of pay.</i>	
2	Under-Secretaries	1,000
10	Joint Magistrates, 1st grade	900
10	Ditto, 2nd grade	700
Total ... 22		
	<i>Reserve posts, i.e., Assistant Magistrates.</i>	400—500
2	Reserve for temporary posts and for deputations.	
22½	Leave reserve.	
8½	Training reserve.	
Total ... 33		

(a) Includes Superintendent and Remembrancer of Legal Affairs and Judicial Commissioner, Chota Nagpur.
 (b) Includes two Secretaries to Government, and Directors of Land Records and Agriculture, Commissioner of Excise, Registrar of Co-operative Credit Societies, two Settlement Officers and Political Officer, Orissa.

[A.—Indian Civil Service.]

APPENDIX VII.—*contd.*

LIST H.

CENTRAL PROVINCES AND BERAR.

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
	<i>Central Provinces.</i>	
1	Chief Commissioner	5,166½
1	Financial Commissioner	3,500
1	Judicial Commissioner	3,500
1	Additional Judicial Commissioner	3,000
1	Second Additional Judicial Commissioner	2,750
3	Commissioners	2,750
2	Ditto	2,500
1	Senior Divisional Judge	2,500
(a) 8	Deputy Commissioners, 1st class	2,250
(a) 12	Ditto, 2nd class	1,800
(a) 14	Ditto, 3rd class	1,500
4	Settlement Officers	Salary of grade plus special allowance of Rs. 150.
1	Director of Agriculture	
1	Registrar, Co-operative Credit Societies	
Total ... 51		
Deduct ... 6	For posts listed as open to the Provincial Service.	
Add ... 4	Do. under the Government of India.	
Balance ... 49		
	<i>Inferior posts, i.e., posts above the lowest grade of assistants, but below the "superior" posts in order of pay.</i>	Rs.
6	Assistant Commissioners, 1st grade	900
13	Ditto, 2nd grade	700
Total ... 19		
	NOTE.—There is a defect of one post. It has recently been proposed to correct the defect and to grade the 20 posts as follows:—	
10	Assistant Commissioners, 1st grade	900
10	Ditto, 2nd grade	700
Total ... 20		
	<i>Reserve posts, i.e., Assistant Commissioners of the lowest grade.</i>	400-500
2	Reserve for temporary post and for deputations.	
20	Leave reserve.	
8	Training reserve.	
Total ... 30		

(a) Includes Chief Secretary, Secretary, Political Agent of Chhattisgarh, Commissioner of Excise, Commissioner of Settlement, three Divisional Judges, Inspector-General of Police, and two District and Sessions Judges, and one Secretary to the Chief Commissioner. The Inspector-General of Police draws a local allowance of Rs. 450, subject to a maximum salary of Rs. 2,500 a month.

A.—Indian Civil Service.]

APPENDIX VII.—*contd.*

LIST I.

ASSAM.

Superior Posts in Order of Pay.

Number.	Designation.	Pay of each.
		Rs.
1	Chief Commissioner	5,166½
2	Commissioners	2,750
(a) 6	Deputy Commissioners, 1st grade	2,250
(a) 7	Ditto, 2nd grade	1,800
(a) 6	Ditto, 3rd grade	1,500
Total ... 22		
Deduct Nil.	For posts listed as open to the Provincial Service.	
Add + 2	Do. under the Government of India.	
Balance ... 24		
	<i>Inferior posts, i.e., posts above the lowest grade of assistants, but below the "superior" posts in order of pay.</i>	
2	Under-Secretaries	1,000
4	Joint Magistrates, 1st grade	900
3	Ditto, 2nd grade	700
Total ... 9		
	<i>Reserve posts, i.e., Assistant Magistrates.</i>	400—500
1	Reserve for temporary posts and for deputations.	
10	Leave reserve.	
4	Training reserve.	
Total 15		

(a) Includes Superintendent of Lushai Hills; Commissioner of Excise, Inspector-General of Registration and Registrar of Co-operative Credit Societies; Director of Land Records and Agriculture; two Secretaries to the Chief Commissioner; Inspector-General of Police; one Settlement Officer, and Political Agent, Manipur.

LIST J.

Superior Posts under the Government of India.

Number.	Designation.	Pay of each.
		Rs.
3	Members of Council, Home Department—	6,666½
1	Secretary	4,000
1	Deputy Secretary	2,000
1	Director, Criminal Intelligence	3,000
1	Superintendent of Port Blair	2,500—3,000
	Finance Department—	
1	Secretary	4,000
1	Joint Secretary	3,000
1	Deputy Secretary	2,250
1	Comptroller and Auditor-General	3,500—4,000
3	Accountants-General	2,250—2,750
3	Officers of the India Finance Department	1,100—1,800

[A.—Indian Civil Service.]

APPENDIX VII.—*conold.*LIST J.—*conold.*

Number.	Designation.	Pay of each.
		Rs.
1	Foreign Department—	
1	Secretary	4,000
23	Deputy Secretary	2,250
	Political Officers	1,100—4,000
1	Legislative Department—	
	Secretary or Deputy Secretary	3,000—3,500 or 2,000
1	Department of Revenue and Agriculture—	
	Secretary	4,000
1	Department of Commerce and Industry—	
	Secretary	4,000
1	Director-General of Posts and Telegraphs	3,000—3,500
4	Postmasters-General	1,500—1,750 or 1,750—2,000 or 2,250—2,500
1	Commissioner, Northern India Salt Revenue	2,500
1	Inspector-General of Excise and Salt	3,000
3	Collectors of Customs	2,050—2,500
2	Assistant Collectors of Customs	1,150—1,400
1	Department of Education—	
	Secretary	3,000
Total ... 58		

BB.

STATEMENT showing for INDIA as a whole and by PRESIDENCIES and PROVINCES the actual strength of the INDIAN CIVIL SERVICE CADRE, as it stood on 1st July 1912, compared with the strength at which it should have stood on the same date in accordance with the sanctioned calculations.

Provinces.	Sanctioned strength.	Actual strength on 1st July 1912.	Number of officers over (+) or under (—) strength.
1	2	3	4
Madras	175	173	— 2
Bombay	173	176 (a)	+ 3
Bengal	183	174 (b)	— 9
United Provinces	231	237 (c)	+ 6
Punjab	154	Civilians 162 (d) ... 191	+ 37
		Military 29 (e) ...	
Burma	169	Civilians 126 ... 175	+ 6
		Military 49 ...	
Bihar and Orissa	109	107 (f)	— 2
Central Provinces	99	104 (g)	+ 5
Assam	48	Civilians 39 ... 48	...
		Military 9 ...	
Total	1,341	1,385	+ 44

(a) Excluding Sir B. Robertson, who permanently belongs to the Central Provinces, where he has been included, but including Mr. H. C. Mules of the Sind Commission.

(b) Excluding Messrs. Nathan and Hallet, who have been temporarily lent by Bihar and Orissa to Bengal and have been included in the Bihar and Orissa cadre.

(c) Including Sir H. Butler, who has not been numbered in the Civil List, but excluding Messrs. W. Alder and T. K. Johnston, who have been temporarily transferred to, and included in the Bengal cadre.

(d) Including Messrs. O'Dwyer, Lorimer, Barton, Grant, Rennie, Johnston, Glancy, Pipon, Bolton, Pears, Jelf, Howell, Bill, Copeland, Fraser, Fitzpatrick, Latimer, serving in the Political Department under the Government of India in the North-West Frontier Province, and Messrs. Bray and Cater, also serving under the Government of India in the Political Department in Baluchistan, and excluding Messrs. Cowan, Macnair and Jacob, serving in Bengal, where they have been included, and Mr. Gordon, serving in Assam, in which he has also been included.

(e) Including Lieutenant-Colonel Rawlinson, Mr. J. S. Donald, Major Blakeway, Lieutenant-Colonel Sir G. Ross-Koppel and Captain Keen, serving in the Political Department under the Government of India in the North-West Frontier Province.

(f) Excluding the late Mr. Shettle.

(g) Including Sir B. Robertson, who permanently belongs to the Central Provinces, but has been wrongly omitted from the Civil List, but excluding Messrs. Crawford (serving in Bihar and Orissa, where he has been included), and Liddell (serving in Bengal, in which he has been included), and three Indian members of the Benar Commission who have been treated as holding posts corresponding to three listed posts.

Nature of posts.	MADRAS.		BOMBAY.		BENGAL.		UNITED PROVINCES.	
	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.
		Rs.		Rs.		Rs.		Rs.
Lieutenant-Governors and Chief Commissioners.	...	.....	...	.....	...	.....	1	8,333½
Members of Councils...	2	5,333½	2	5,333½	2	5,333½	...	.....
Judges of High or Chief Courts.	2	4,000	3	4,000	4	4,000	3	4,000
Boards of Revenue or Financial Commissioners.	4 { (1) 3,750 (1) 3,500 (2) 3,000 }		...	.....	1	3,750	2	3,500
Commissioners of Divisions and others of same rank.	...	.....	6 { (1) 3,750 (3) 3,500 (2) 3,000 }		5 { (1) 3,750 (1) 3,125 (1) 2,500 }		10 { (9) 2,916½ (1) 2,500 }	
Secretaries to Government.	3 { (1) 3,750 (1) 3,125 (1) 2,500 }		3 { (1) 3,750 (1) 3,125 (1) 2,500 }		3 { (1) 3,333½ (2) 2,750 }		1	3,000
Secretaries to Boards of Revenue or Financial Commissioners.	2	1,500-1,800	...	.....	...	.....	...	.....
Judicial Commissioners	...	.....	2 { (1) 3,000 (1) 2,750 }		...	.....	2 { (1) 3,500 (1) 3,333½ }	
District and Sessions Judges or Divisional Judges and District Judges.	22 { (2) 3,000 (7) 2,500 (7) 2,250 (6) 2,000 }		18 { (3) 2,500 (6) 2,325 (9) 1,800 }		30 { (3) 3,000 (13) 2,500 (14) 2,000 }		28 { (2) 3,000 (7) 2,500 (6) 2,250 (10) 1,833½ (3) 1,666½ (19) 2,250 (21) 1,833½ (10) 1,666½ (2) 1,500 (2) 1,000 }	
Collectors or Deputy Commissioners.	27 { (7) 2,500 (14) 2,250 (6) 1,800 }		29 { (13) 2,325 (15) 1,800 (1) 1,500 }		39 { (12) 2,250 (13) 1,800 (14) 1,500 }		54 { (10) 1,666½ (2) 1,500 (2) 1,000 }	
Political Officers	1	2,800	3	.....	...	.....	...	.....
Miscellaneous posts	(a) 4 { (1) 2,500-3,000 (1) 1,800-2,000 (1) 1,500-1,800 (1) 1,500 }		(b) 6 { (1) 2,500-3,000 (1) 1,700 (1) 1,500 (1) 1,250-1,600 (2) 1,100 }		(c) 6 { (1) 2,500-3,000 (1) 1,700 (1) 1,600 (1) 1,300 (1) 1,100 }		(d) 4 { (2) 2,500-3,000 (1) 1,800 (1) 1,100 }	
Under-Secretaries to Government.	3	1,000	2	1,250	2	1,100	3 { (2) 1,000 (1) 800 }	
Joint Magistrates or Assistant Commissioners, 1st grade.	20	1,200	...	.....	...	.....	...	.....
Joint Magistrates or Assistant Commissioners, 2nd (1st) grade.	16	900	17	900	17	900	22 { (15) (e) 1,000 (7) (f) 800 }	
Joint Magistrates or Assistant Commissioners, 3rd (2nd) grade.	16	700	18	700	17	700	20	700
Joint Magistrates or Assistant Commissioners, 4th (3rd) grade.	...	...	...	.....	...	.....	...	.....
Assistant Collectors or Commissioners.	53	400-500	57	400-500	56	400-500	71	400-500
Appointments which do not carry fixed pay and the salary of which depends on the position of their holders.	...	.....	5	.....	...	.....	7	.....
Total	175	.....	171	.....	182	.....	228	.....

PUNJAB.		BURMA.		BIHAR AND ORISSA.		CENTRAL PROVINCES AND BERAR.		ASSAM.	
No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.	No.	Pay.
	Rs.		Rs.		Rs.		Rs.		Rs.
1	8,333½	1	8,333½	1	8,333½	1	5,166½	1	5,166½
...	.....	...	.....	2	5,000	...	.....	...	.....
3 { (1) 4,000 (2) 3,500 }		2 { (1) 4,000 (2) 3,500 }		2	4,000	...	.....	...	.....
2	3,500	1	3,500	1	3,500	1	3,500	...	.....
5	2,750	9	2,750	5	2,916½	5 { (3) 2,750 (2) 2,500 }		2	2,750
1	3,000	1	3,000	1	3,000	...	.....	...	.....
2 { (1) 1,200-1,800 (1) 1,000-1,500 }		...	.....	...	.....	...	.....	...	.....
...	.....	1	3,500	...	.....	3 { (1) 3,500 (1) 3,000 (1) 2,750 }		...	.....
24 { (2) 2,750 (3) 2,500 (6) 2,250 (6) 1,800 (8) 1,500 (10) 2,250 (11) 1,800 (13) 1,500 }		14 { (2) 2,750 (2) 2,250 (2) 1,800 (8) 1,500 }		12 { (2) 3,000 (5) 2,500 (5) 2,000 }		1 { 2,500 }		(f) 2,500	
34 { (3) 1,666½ (19) 2,250 (21) 1,833½ (10) 1,666½ (2) 1,500 (2) 1,000 }		40 { (12) 2,250 (13) 1,800 (15) 1,600 }		23 { (9) 2,250 (10) 1,800 (10) 1,500 }		34 { (8) 2,250 (12) 1,800 (14) 1,500 }		19 { (6) 2,250 (7) 1,800 (6) 1,500 }	
...		...		...		...		...	
(g) 1	1,250	...	.....	1 (h)	2,500-3,000	...	.....	...	.....
2	1,000	...	.....	2	1,000	...	.....	2	1,000
...		...		...		...		...	
14	900	11	1,000	10	900	6	900	4	900
15	700	13	700	10	700	13	700	3	700
...	.....	10	600	...	.....	...	.....	...	.....
47	400-500	51	450-500	33	400-500	31	400-500	15	400-500
7	.....	14	.....	...	.....	6	.....	...	.....
158	.....	168	.....	109	.....	101	.....	46	.....

(a) Inspector-General of Police, Commissioner of Goorg, Registrar of High Court and Private Secretary to Governor.
 (b) Inspector-General of Police, Registrar of High Court, Private Secretary to Governor, Assistant Legal Remembrancer, Assistant to Commissioner in Sind and Talukdari Settlement Officer.
 (c) Chairman of Calcutta Corporation, Chairman of Calcutta Improvement Trust, Inspector-General of Police, Registrar of High Court, Private Secretary to Governor and Deputy Chairman of Calcutta Corporation.
 (d) Inspector-General of Police, Opium Agent, Registrar of High Court and Assistant Judge.
 (e) Includes City Magistrate of Lucknow.
 (f) Includes an Assistant Judge.

(g) Registrar of Chief Court.
 (h) Inspector-General of Police.
 (i) Includes Divisional Judges except the Senior Divisional Judge.
 (j) Three District and Sessions Judges are graded with the Bengal cadre.

APPENDIX VIII—concluded.

DD.

	COLLECTORS OR DEPUTY COMMISSIONERS.						DISTRICT AND SESSIONS JUDGES, INCLUDING DIVISIONAL AND DISTRICT JUDGES.						JOINT MAGISTRATES, ASSISTANT COLLECTORS AND ASSISTANT COMMISSIONERS.					
	Total number of appointments.		Appointments in the grades of Rs. 2,250 and over.		Appointments in the grades of Rs. 1,800 and over, but less than Rs. 2,250.		Appointments in the grades of Rs. 1,500 and over, but less than Rs. 1,800.		Appointments in the grades of Rs. 1,200 and over, but less than Rs. 1,500.		Total number of appointments.		Appointments in the grades of Rs. 900 and over, but below Rs. 1,500.		Appointments in the grades of Rs. 700 and over, but below Rs. 900.		Appointments in the grades of Rs. 500 and over, but below Rs. 700.	
			No.	Per-centage.	No.	Per-centage.	No.	Per-centage.	No.	Per-centage.	No.	Per-centage.	No.	Per-centage.	No.	Per-centage.	No.	Per-centage.
Presidency or Province.																		
Madras	27	21	77.8	6	22.2	...	22	16	72.7	6	27.3	...	105	36	16	15.3	53	50.4
Bombay	29	13	44.8	15	51.7	1	18	9	50	9	50	...	92	17	18	19.6	67	61.9
Bengal	39	12	30.8	13	33.3	14	30	16	53.3	14	46.7	...	90	17	17	18.8	56	62.2
United Provinces	54	19	35.2	21	38.9	14*	28	15	53.6	10	35.7	3	113†	15	27	23.9	71	62.8
Punjab	34	10	29.5	11	32.3	13	24	10	41.7	6	25	8	76	14	15	19.8	47	61.8
Burma	40	12	30	13	32.5	15	14	4	28.6	2	14.3	8	85	11	13	15.3	61	71.8
Bihar and Orissa	29	9	31.0	10	34.5	10	12	7	58.3	5	41.7	...	53	10	10	18.9	33	62.2
Central Provinces and Berar.	34	8	23.5	12	35.3	14	1	1	100	...	...	...	60	6	13	26	31	62
Assam	19	6	31.6	7	36.8	6	...	...	...	...	...	...	22	4	3	13.6	15	68.3

* Includes two bill Deputy Commissionships which carry a pay of Rs. 1,000 each on account of their amenities.
 † Includes City Magistrate, Lucknow, and an Assistant Judge on Rs. 800.

[A.—Provincial Civil Service.

APPENDIX A.

*Resolution of the Government of India, Home Department (Establishments), Nos. 1046-1058,
dated Simla, the 19th August 1910.*

The Governor-General in Council has had under consideration the recommendation made by the Royal Commission on Decentralization at the end of paragraph 128 of their Report on the subject of framing rules for the recruitment of provincial services. The majority of the Commission consider it unnecessary that rules for the recruitment of those services should, as is now the case, require the sanction of the Government of India, and they express the opinion that the functions of that Government should be limited to laying down a few general principles as to eligibility for appointment, etc., on which detailed provincial rules would be based.

2. In the present Resolution the Governor-General in Council proposes to deal only with the provincial civil services (executive and judicial). The case of other provincial services will be separately considered.

3. The present system, under which the previous sanction of the Government of India is required to making or altering the rules for the recruitment of the provincial civil services, was introduced in 1892, as the result of the Report of the Public Service Commission. The Governor-General in Council has now decided to accept in substance the recommendation of the Decentralization Commission, and is pleased accordingly to invest local Governments with the power to make rules for the recruitment of the provincial civil services without the previous sanction of the Government of India, but subject to their general control. The general conditions which should govern such recruitment have been already fully considered in connection with the inquiries made by the Public Service Commission, and the Governor-General in Council, upon a further consideration of the subject, sees no reason to modify the conclusions then arrived at. It will, however, be convenient to re-state them in the present connection, as follows :—

- I. The rules must be adapted, on the one hand, to obtain thoroughly efficient candidates, and, on the other, to secure the due representation in the public service of the different classes of the community.
- II. Every candidate for appointment by recruitment must furnish satisfactory evidence—
 - (a) that he is not over 25 years of age, except in the case of Barristers, Advocates, or Pleaders appointed to the Judicial Branch; these excepted cases will be governed by Article 51 of the Civil Service Regulations;
 - (b) that he has attained a prescribed preliminary standard of general education to be fixed by local Governments with reference to local conditions, the object being to secure men qualified by as high a standard of general education as the conditions and requirements of the local administration permit. In particular, qualification in one or more of the vernacular languages of the province in which he is to be employed is to be insisted on. The vernacular standard should be a high one, involving a thorough knowledge of the language and ability to write and read the written character with facility;
 - (c) that he is of sound health, good physique, and active habits; and
 - (d) that he is of good character.
- III. Every person appointed to the provincial civil service by direct recruitment shall be subject to a period of probation or training, during which time his appointment will be probationary only, unless in special cases the local Government declares such probation or training to be unnecessary.
- IV. The subjects of Native Princes in alliance with His Majesty shall be eligible for appointment, provided they are qualified in other respects.
- V. Admission to the provincial civil service should usually be confined to persons who are Natives of the province or have definitely settled in it. In the case of candidates who are not Natives of the province, recent residence of at least three years in the province should, as a general rule, be an essential condition of admission. No Barrister, Advocate, or Pleader should be appointed as such, unless he has been at least three years actually practising his profession in India and can speak the provincial vernacular.
- VI. Europeans who are not statutory Natives of India shall be eligible for appointment, if qualified according to the above conditions, with the sanction of the Government of India.
- VII. The local Government should reserve to itself the right to make promotion to the superior grades of the provincial civil service without regard to seniority, and seniority alone should not give a claim to appointment to the grade of Rs. 500 a month and higher grades.
- VIII. The Government of India retain power in very special cases to make direct appointment to offices in the higher grades of the provincial civil services, and whenever the Government of India exercise this power in the case of judicial officers, it will be confined to Barristers, Advocates, or Pleaders of the High Courts who have shown distinguished ability in the exercise of their profession for not less than ten years and have thorough knowledge of the vernacular.

A.—Provincial Civil Service.]

[A.—Provincial Civil Service.

IX. No member of the provincial civil service shall be dismissed otherwise than on the result of a judicial or formal departmental inquiry.

4. The Governor-General in Council directs that any change made in the rules from time to time should be forthwith communicated to the Government of India in the Home Department, in order that they may be in a position to exercise effective general control. His Excellency in Council considers it desirable, moreover, that this resolution should be published by the local Governments and Administrations as part of the respective provincial rules.

* Madras.
Bombay.
Bengal.
United Provinces.

Punjab.
Birma.
Eastern Bengal
Assam.

† Foreign.
Revenue and Agriculture.

Public Works.
Commerce and Industry.

ORDER.—Ordered that a copy of this Resolution be forwarded to the local Governments* and Departments of the Government of India† noted on the margin and to the Honourable the Chief Commissioner of the Central Provinces for information.

A. EARLE,

Offg. Secy. to the Govt. of India.

APPENDIX B.

Office.	Rate of pay in Rupees.	NUMBER OF APPOINTMENTS IN EACH GRADE.													
		Madras.	Bombay.			Bengal.	United Provinces.			Panjab.	Burma.	Bihar and Orissa.	Central Provinces.	Assam.	Total.
			Presi- dency proper.	Sind.	Total.		Agra.	Oudh.	Total.						
<i>Executive Branch.</i>															
Deputy Collectors in Madras, Bengal, the United Provinces and Bihar and Orissa.	800	3	...	...	2	6	...	...	4	3	3	4	2	1	27
	700	6	...	...	3	7	...	...	6	4	5	5	3	1	40
	600	8	...	...	7	16	...	...	12	5	10	12	6	3	79
	500	29	...	...	23	48	...	...	35	12	36	36	14	10	243
	400	32	...	...	23	71	...	...	53	24	36	52	23	14	328
	300	29	...	...	24	73	...	...	55	25	35	54	24	15	334
Extra Assistant Commissioners in the Punjab, Burma, Central Provinces and Assam.	250	30	...	...	...	79	...	...	58	(a)40	...	59	14	16	296
	200	...	...	...	...	...	...	...	...	...	...	12	...	...	12
Total	...	137	...	...	82	239	...	...	223	113	125	222	98	60	1,359
Mamlatdars	250	...	29	...	29	...	...	...	...	...	...	...	...	...	29
	225	...	34	...	34	...	...	...	...	...	...	...	...	...	34
	200	...	39	...	39	...	...	...	...	...	...	...	...	...	39
	175	...	45	...	45	...	...	...	...	...	...	...	...	...	45
	150	...	50	...	50	...	...	...	...	...	...	...	...	...	50
Total	...	...	197	...	197	...	...	...	...	...	...	...	...	...	197
Total (Executive Branch)	...	137	...	...	279	269	...	...	223	113	125	222	98	60	1,556
<i>Judicial Branch.</i>															
Subordinate Judges (also called Judicial Extra Assistant Commissioners in the Punjab and District Judges in the Central Provinces in the grades of Rs. 500 and upwards).	1,000	...	...	...	...	6	...	...	...	...	...	2	...	...	8
	800	4	3	1	4	12	3	2	5	3	1	6	2	...	37
	700	...	...	...	...	...	...	...	...	4	1	...	3	...	8
	650	5	4	1	5	...	7	3	10	...	...	...	...	...	20
	600	...	...	...	...	24	...	...	...	5	2	12	5	...	48
	500	9	8	1	9	...	9	7	16	12	8	...	5	...	59
	400	...	...	...	...	...	...	...	...	12	8	...	17	...	37
300	...	...	...	...	...	...	...	...	12	9	...	16	...	37	
Total	...	(d)18	15	3	18	(b)42	19	12	31	48	29	(b)20	48	(b)	254
Munsifs (also called Subordinate Judges, 2nd class, in Bombay).	500	...	...	...	...	12	...	...	...	...	...	...	...	...	12
	400	33	19	2	21	61	22	8	30	...	...	20	...	...	165
	300	33	22	4	26	70	24	8	32	...	...	19	...	...	180
	250	33	...	...	...	66	...	...	...	...	...	19	...	...	118
	200	29	36	5	41	38	22	10	32	...	...	10	...	...	148
	175	...	...	...	...	...	...	...	...	...	...	...	...	...	...
150	...	12	3	15	...	...	...	...	...	...	...	...	...	15	
Total	...	(e)128	89	14	103	(b)245	68	26	94	(c)	(c)	(b)68	(c)	(b)	638
Total (Judicial Branch)	...	146	104	17	121	287	87	38	125	48	29	88	48	...	892
GRAND TOTAL	...	283	...	...	400	586	...	...	348	161	154	310	146	60	2,448

(a) This grade is common to both the Judicial and Executive Branches.

(b) The Subordinate Judges and Munsifs employed in Assam are included in the Bengal cadre, and both that cadre and the Bihar and Orissa cadres have been shown above in accordance with the scale proposed by the Calcutta High Court. This matter is under discussion in connection with the recent territorial changes.

(c) Munsifs in the Punjab and the Central Provinces and Judicial Mysore in Burma belong to the Subordinate Judicial Service, and are paid at rates ranging from Rs. 150 to Rs. 250 a month.

(d) Includes four appointments which have been added since the last general reorganization in 1934.

(e) " three " " " "

revision of the grades in August 1911.

B.

QUESTIONS RELATING TO THE INDIAN AND PROVINCIAL CIVIL SERVICES.

[Note.—In replies to these questions, it should be clearly specified whether the reply refers to the whole Provincial Civil Service, or to the Executive Branch or to the Judicial Branch.]

INDIAN CIVIL SERVICE.

1. What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle?

2. In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?

3. Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?

* The term "Natives of India" has been defined in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India and not established there for temporary purposes only, and the term is so used throughout these questions.

4. Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons.

5. If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose.

6. In particular, what would be your opinion regarding a system of simultaneous examinations in India and in England, open in both cases to all natural-born subjects of His Majesty?

7. What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service cadre by Natives of India, recruited by means of a separate examination in India, or by means of separate examinations in each province or group of provinces in India? If you favour such a scheme, what proportion do you recommend?

8. If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which Natives of India would be selected in India for admission to the Indian Civil Service by means of (a) nomination, (b) combined nomination and examination, or (c) any other method? If so, describe fully what system you would recommend. In particular, do you consider it desirable that all classes and communities should be represented in the appointments so made? If so, how would you give effect to this principle?

9. If you are in favour of a system for the part recruitment of the Indian Civil Service by Natives of India in India, do you consider that "Natives of India" should still be eligible for appointment in England?

10. Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Service? If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Service?

11. Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system which you would propose.

12. Are you satisfied with the present statutory definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict., c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, state fully any proposals that you wish to make in regard to this matter.

13. If the system of recruitment by open competitive examination in England is retained, state the age-limits that you recommend for candidates at such examination, giving your reasons.

14. What in your opinion is the most suitable age at which junior civilians recruited in England should commence their official duties in India?

15. What age-limits for the open competitive examination in England would best suit candidates who are Natives of India, and for what reasons? Do you recommend any differentiation between the age-limits for Natives of India, and for other natural-born subjects of His Majesty?

16. What alterations, if any, do you recommend in the authorized syllabus of subjects and marks prescribed for the open competitive examination?

17. Is any differentiation in the subjects for the open competitive examination in England desirable between candidates who are Natives of India and other candidates? If so, state them and give reasons.

18. Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and, if so, what posts and for what reasons?

19. Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil administration? If so, to what proportion of the posts included in the Indian Civil Service cadre do you consider that Natives of India might under present conditions properly be admitted?

20. Do you accept as generally satisfactory in principle the present system under which Natives of India are recruited for posts in the Indian Civil Service cadre partly through the medium of an open competitive examination in England, and partly by special arrangement in India?

21. Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and, if so, what method of recruitment would you recommend?

[B.—Indian and Provincial Civil Services.

22. If the system of recruiting military officers in India for posts in the Indian Civil Service cadre has been stopped or has never existed in your Province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent, in your opinion, should it be adopted?

23. Do you consider that such a system should be restricted to the recruitment of military officers, or extended to the recruitment of selected officers from other Indian services?

24. What is your opinion of the system by which certain posts, ordinarily held by members of the Indian Civil Service, are declared to be posts (ordinarily termed listed posts) to which members of the Provincial Civil Service can properly be appointed?

25. Are you satisfied with the present rule which prescribes that Natives of India, other than members of the Provincial Civil Service or Statutory Civilians, may be appointed to one quarter of the listed posts?

26. Are you satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service?

27. Is the class of posts listed suitable? If not, in what directions would you suggest any changes, and why?

28. Please add such remarks as you may desire to offer on any points relating to the system of recruitment for Indian Civil Service posts which are not covered by your answers to the foregoing questions.

29. Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the Service?

30. If so, how long, in your opinion, should this period be, and what course of study should be prescribed for the probationers?

31. Do you consider that any differentiation is necessary between the course of study for probationers who are Natives of India and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend.

32. Do you consider that the probationers' course of instruction could best be spent in England or in India? Is your answer equally applicable to the case of Natives of India and of other natural-born subjects of His Majesty?

33. Do you think it desirable to start, at some suitable place in India, a college for the training of probationers of the Indian Civil Service, and possibly of other Indian Services recruited in England?

34. Do you think it desirable that each provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?

35. Are you satisfied with the present arrangements for the training of junior officers of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be introduced?

36. Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?

37. Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial Branch.

38. Do you recommend any special course of study in law in India for officers selected for the Judicial Branch?

39. Do you recommend any special training in subordinate judicial posts in India for officers selected for the Judicial Branch? If so, please give details.

40. Is any differentiation desirable in a system of training after appointment in India between members of the Indian Civil Service who are Natives of India and other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend.

41. If you have recommended the introduction of any scheme of direct recruitment in India for Natives of India, whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of probation and training you recommend for officers so recruited.

42. Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are Natives of India as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals.

43. Please add such remarks as you may desire to offer on any points relating to the probation and training of members of the Indian Civil Service which are not covered by your answers to the foregoing questions.

44. Do you consider that the numbers of officers authorized for the various grades of the Indian Civil Service are satisfactory? If not, please state your views.

45. Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and, if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?

46. If abolition is recommended with compensation in the form of increased salaries, what is your opinion regarding the grant of a similar increase of salary to those members of the service who now draw no exchange compensation allowance?

47. Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various grades of the Service?

[B.—Indian and Provincial Civil Services.]

48. Have you any proposals to make in regard to the leave rules applicable to members of the Indian Civil Service?

49. Have you any proposals to make in regard to the leave rules applicable to Statutory Civilians and to members of the Provincial Civil Services holding listed posts? In particular, do you consider that separate sets of rules for such officers and for officers of the Indian Civil Service are desirable?

50. Please add such other remarks as you may desire to offer on any point relating to the conditions of service, salary, leave, and pension in the Indian Civil Service.

PROVINCIAL CIVIL SERVICE.

51. Please refer to Government of India Resolution No. 1046—1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service and reproduced as Appendix A.* Are these conditions suitable, or have you any recommendations to make for their alteration?

52. In particular, are the rules for the recruitment of the Provincial Civil Service in force in your Province suitable, or have you any recommendations to make for their alteration?

53. Do you consider that recruitment for a Provincial Civil Service should ordinarily be restricted to residents of the province to which it belongs?

54. Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?

55. Are you satisfied with the existing arrangements for the training and probation of officers appointed to the Provincial Civil Service? If not, please state your objections and what other arrangement you recommend?

56. Do you consider that the numbers of officers authorized for the various grades of your Provincial Civil Service are satisfactory? If not, please state your views.

57. To what extent are the functions of the officers of the Executive and Judicial Branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?

58. Are you satisfied with the present designation "the Provincial Civil Service"? If not, what would you suggest?

59. Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?

60. Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?

61. Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?

62. Have you any proposals to make with regard to the leave rules applicable to the Provincial Civil Service? In particular, do you regard the existing differences between the leave rules for the European and Indian Services as suitable?

63. Are you satisfied with the present system of superannuation pensions for officers of the Provincial Civil Service? If not, please say what modifications you would suggest and on what grounds?

64. Are you satisfied with the existing organization of the Provincial Civil Service? If not, please state what alternative organization you consider desirable, and explain fully your views, making any suggestions that appear to you to be suitable.

65. Have you any other proposals to make in regard to the Provincial Civil Service not covered by your answers to the above questions? If so, please explain them.

* Vide p. xxxiii.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

PUBLIC SERVICES IN INDIA.

At Calcutta.

Monday, 17th February 1913.

TWENTY-SECOND DAY.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, K.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.

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

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

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

GOPAL KRISHNA GOKHALE, Esq., C.I.E.

FRANK GEORGE SLX, Esq., C.S.I.

HERBERT ALBERT LAURENS FISHER, Esq.

JAMES RAMSAY MACDONALD, Esq., M.P.

And the following Assistant Commissioners:—

JOHN CAMPBELL ARBUTHNOTT, Esq., C.I.E.,
I.C.S. Commissioner, Surma Valley and Hill
Districts.

KHAN BAHADUR MAULVI MUHIB-UD-DIN
AHMED, Under Secretary to Chief
Commissioner.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. } (*Joint Secretaries.*)
R. R. SCOTT, Esq.

WILLIAM JAMES REID, Esq., Chief Secretary to the Chief Commissioner of Assam.

Written answers relating to the Indian Civil Service.

24088 (1). What is your experience of the working of the present system of recruitment by open competitive examination for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—I accept the working of the present system of recruitment by open competitive examination as generally satisfactory in principle.

24089 (2). In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—I have no alterations to suggest.

24090 (3). Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—I recommend no alteration.

24091 (4). Further, is any differentiation desirable between other classes of natural-born subjects of His Majesty? If so, what do you propose?—I propose no differentiation.

24092 (5). Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons?—I have no personal experience

of the present system of combining the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service. The combination is, I think, useful as affording a test of the relative attractiveness of the Indian Civil Service. Should, however, it be considered desirable for any reasons to alter the present age limits for candidates for the Indian Civil Service, I do not consider that the advantages of the present combined system are so great as to constitute a strong argument against such changes.

24093 (6). If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose. Do you recommend a system based on any of the following principles:—(a) Selection by headmasters of schools approved or otherwise: (b) Selection by authorities in Universities approved or otherwise: (c) Nomination by headmasters or University authorities and selection under the orders of the Secretary of State: (d) Combined nomination and examination: (e) Any other method?—It seems to me that the idea of a system of combined nomination and examination is attractive, but on the whole I would adhere to the present system of recruitment by open competitive examination.

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[continued.]

24094 (7). What is your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?—I am against any system of simultaneous examination in India and in England. Conditions have undoubtedly changed since orders were passed on the Report of the Public Service Commission of 1886-87, but to my mind the objections then stated to a system of simultaneous examination have not been overcome.

24095 (9). What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service cadre by "Natives of India" recruited by means of a separate examination in India or by means of separate examinations in each province or group of provinces in India? If so, what proportion do you recommend?—I think that the result of any separate examination in India or of separate examinations in each province or group of provinces in India to fill a fixed proportion of the vacancies in the Indian Civil Service cadre by "Natives of India" could not but result in men so recruited being regarded as inferior to those who entered the Service by means of the open competition held in London. I regard it as of the utmost importance that there should be no distinction between European and Indian members of the Service.

24096 (10). If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which "Natives of India" would be selected in India for admission to the Indian Civil Service by means of (a) nomination; (b) combined nomination and examination; or (c) any other method? If so, please describe fully what system you would recommend. In particular, do you consider it desirable that, whatever the system, all classes and communities should be represented? If so, how would you give effect to this principle?—I have already said that I prefer the present system of one open competitive examination held in London. If, however, a change must be made I should, as regards Assam, advocate a system of combined nomination and examination. By no other means could all classes and communities in the province be represented, a consideration which I regard as eminently desirable. Also, in view of the peculiar conditions of Assam, the number of appointments open to competition in this fashion would, in my opinion, necessarily be very limited.

24097 (11). If you are in favour of a system for the part recruitment of the Indian Civil Service by "Natives of India" in India, do you consider that "Natives of India" should still be eligible for appointment in England, or would you restrict that right to other natural-born subjects of His Majesty?—I do not favour any system for the part recruitment of the Indian Civil Service by "Natives of India" in India, but, should any such system be adopted, I consider that "Natives of India" should as a consequence no longer be eligible for appointment in England.

24098 (12). Would you regard any system of selection in India which you may recommend for young men who are "Natives of

India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Services? If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Services?—I think that any system of selection in India which may be adopted should be supplementary to the present system of promoting to listed posts officers of the Provincial Civil Services. I should be strongly against anything which tended to lower the attractions of the Provincial Services.

24099 (13). Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system that you would propose?—I do not recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service.

24100 (14). Are you satisfied with the present definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict. c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, please state fully any proposals that you wish to make in regard to this matter?—I regard the definition as generally satisfactory.

24101 (15). If the system of recruitment by open competitive examination in England is retained, please state the age limits that you recommend for candidates at such examination, giving your full reasons. Do you consider that the age limits should be fixed to attract candidates of the normal school-leaving age in England, or candidates who have completed a University course, or candidates at an intermediate stage of education?—I may possibly be biased, but on the whole I favour the age limits in force when I myself passed into the Indian Civil Service, viz., 17—19 years on the 1st of January. I realise the advantages of a University course, but I regard this in itself as of less importance than ensuring that successful candidates shall have a sufficient training in England before coming out to India. I regard two years as the very shortest term of probation, and would prefer the period to be three years. Unless the maximum age limit for competitors is fixed at 19 such a period of probation would bring them out to India at a greater age than is desirable. I am aware that one of the reasons for altering the age limits in 1892 was that they pressed hardly upon Indian candidates. I cannot say whether, with the advance of education in India, this objection still holds good, but personally I consider that the lower age limits and the longer period of training are calculated to turn out men better fitted for the Indian Civil Service. I think, with all respect, that too much weight is occasionally given to the argument that very wide powers are necessarily entrusted to officers shortly after their arrival in the country, and that greater maturity of judgment is required than is to be found in a

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man of less than say 24 years of age. The powers conferred on a young officer during his period of training in India should not be wide, and such powers as are given should be exercised only under the closest supervision on the part of his superiors.

24102 (16). What is your experience of the relative merits of the candidates selected under varying age limits, particularly under the systems in force from 1878 to 1891 (age limits 17—19 years, followed by two or three years' probation at an approved University) and since 1891 (age limits 21—23 or 22—24 years, followed by one year's probation)?—I have not observed any marked superiority in the candidates selected under the present increased age limits.

24103 (17). What is your opinion regarding the suitability of the recent recruits to the Indian Civil Service?—So far as I can judge I regard the recent recruits to the Indian Civil Service in this Province as suitable.

24104 (18). What is the most suitable age at which junior civilians should arrive in India?—I look on 22 as about the most suitable age for a junior civilian to arrive in India. He should then have completed his further training by the age of 24.

24105 (19). What age limits for the open competitive examination in England would best suit candidates who are "Natives of India," and for what reasons? Do you recommend any differentiation between the age limits for "Natives of India," and for other natural-born subjects of His Majesty?—I recommend no differentiation.

24106 (20). On what principle should the subjects for the open competitive examination be fixed? Do you accept the principle laid down by Lord Macaulay's Committee in 1854, and since followed, that "the examination should be of such a nature that no candidate who may fail shall, to whatever calling he may devote himself, have any reason to regret the time and labour which he had spent in preparing himself to be examined," and that the object should be to secure, not specialists in any particular subject, but the ordinary well-educated young man of the period?—I accept the principle laid down by Lord Macaulay's Committee in 1854.

24107 (21). Please examine the table in Appendix I to these questions, which shows the various phases of the authorised syllabus of the open competitive examination, and state what changes, if any, are, in your opinion, desirable, differentiating between the cases of candidates (a) of school-leaving age and (b) of University-leaving age?—I am not prepared to suggest any changes.

24108 (22). Is any differentiation in the subjects for the examination desirable between candidates who are "Natives of India" and other candidates? If so, please state them and give reasons?—I do not think that any differentiation is desirable.

24109 (23). Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and if so, what posts and for what reasons? Please state in detail what alterations (if

any) you recommend in the Schedule of the Indian Civil Service Act of 1861 (24 and 25 Vict. c. 54). [Attention is invited to the provisions of the Indian Civil Service Act, 1861 (24 and 25 Vict. c. 54), and of the Government of India Act, 1870 (33 Vict. c. 3), reproduced as Appendices II and III to these questions.]—I have no very decided opinion on this point, but, in so far as the statutory reservation of certain posts for officers recruited to the Indian Civil Service gives a feeling of security to the service, I would make no alteration.

24110 (24). Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service Cadre, do you consider that "Natives of India" might, under present conditions, properly be admitted?—I regard the employment of a minimum proportion of European subjects of His Majesty in the higher posts of the Civil Administration as essential. I am not prepared to name any proportion of the posts included in the Indian Civil Service cadre to which I consider that "Natives of India" might, under the present conditions, properly be admitted. The proportion must, I think, necessarily vary from province to province, and, in the case of Assam, must, in the present conditions, be a small one. I do not think that any final settlement of the problem is possible, but, so long as the Indians who occupy the higher posts are members of the Indian Civil Service who have undergone British training and "show the degree of enterprise, strength of character, and other qualities without which success can scarcely be expected in the English examination," I think that the future may safely be left to take care of itself.

24111 (25). Do you accept as generally satisfactory in principle the present system under which "Natives of India" are recruited partly through the medium of an open competitive examination in England, and partly by special arrangement in India, in accordance either with rules framed under the provisions of section 6 of the Government of India Act, 1870 (33 Vict. c. 3), or with the provisions of the Indian Civil Service Act, 1861 (24 and 25 Vict. c. 54)? Do you recommend any alterations in this system, and if so, what?—I regard the present system as generally satisfactory in principle, and do not recommend any alterations.

24112 (26). Give a list of the "Natives of India" now serving in your Province who were recruited to the Indian Civil Service by means of open competition in England, stating in what year they were admitted, in which posts they are now serving, and their present rate of salary?—There are no "Natives of India" now serving in Assam who were recruited to the Indian Civil Service by means of open competition in England.

24113 (28). Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived and, if so, what method of recruitment would you recommend?—I have no experience of

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the old system of appointment of "Statutory Civilians" under the Statute of 1870.

24114 (29). What experience have you had of military or other officers who have been specially recruited in India to fill Indian Civil Service posts, and how many such officers are employed in your Province? Please distinguish in your reply between (a) military officers and (b) others; and give details of the latter?—There are at present nine military officers in the Assam Commission, which contains no officers other than members of the Indian Civil Service and military officers. No military officers have joined the Commission since 1896. I think that military officers have on the average proved as efficient as members of the Indian Civil Service, filling posts of similar responsibility. No military officer can, however, be appointed Deputy Commissioner of Sylhet, and that is by far the heaviest district charge in the Province.

24115 (31). If the system of recruiting military officers in India has been stopped, or has never existed in your Province, would you advise its reintroduction, or introduction, as the case may be, and if the system should be introduced or reintroduced, to what extent should it be adopted?—I would not advise the reintroduction of the system of recruiting military officers in India.

24116 (40). Please now turn to the Indian Civil Service Act, 1861 (24 & 25 Vict. c. 54), which will be found in Appendix II to these questions, and say how many "Natives of India" have been appointed permanently to posts in your province under its provisions during the last five years, giving names and the nature of the posts so filled?—A member of the Provincial Civil Service has recently been appointed to be Under-Secretary to the Chief Commissioner. The appointment has been specially reported with a view to sanction being obtained.

24117 (41). Are there any other ways in which "Natives of India" are appointed to your Province to Civil Service posts? If so, please give details of the same?—There are no other ways.

24118 (43). What is your experience of the results of the existing system under which successful candidates in the open competitive examination are required to undergo a probationer's course of instruction in England? Do you recommend the continuance or abolition of this system?—I strongly recommend the continuance of the system under which successful candidates in the open competitive examination are required to undergo a probationer's course of instruction in England.

24119 (44). What should be the duration of the probationer's course in England (a) under the present system of the open competitive examination, (b) under any modification of that system recommended by you?—I have already answered this question. I think that the duration of the probationer's course should be at least two years, and should, preferably, be three years.

24120 (45). Do you consider it desirable that probationers should be required to spend their period of probation in England at an approved

University?—Under the present conditions I consider it desirable that probationers should be required to spend their period of probation in England at an approved University. I am inclined, however, to favour the idea of a central training institution in England for all the Indian Services and not for the Indian Civil Service alone.

24121 (47). Do you consider that probationers should receive allowances during their period of probation? If so, please give the scale and conditions that you recommend?—I consider it essential that probationers should receive allowances. I should be inclined to fix the amount at £200 a year, payment being subject to good conduct and satisfactory progress.

24122 (49). Would it, in your opinion, be desirable to establish a separate institution in England for this purpose, and, if so, under what condition?—I should favour the establishment of a separate training institution in England for all the Indian Services and not for the Indian Civil Service alone. I am not prepared to put forward definite proposals.

24123 (50). If a probationer's course is continued in England, do you accept the principle laid down by Lord Macaulay's Committee in 1854, that successful candidates in the open competition should be considered as having finished their general education and that their future studies should be such as have a special tendency to fit them for their calling? Does your answer apply equally to candidates who pass the open competitive examination after leaving school and to those who do so after completing a University course?—I fully accept the principle. My answer applies to candidates of both classes.

24124 (51). Please examine the statement printed as Appendix VI to these questions, showing the courses of studies prescribed for probationers in 1891 and 1912, and state what alterations (if any) you desire to recommend in the present course (a) under the existing system of the open competitive examination, and (b) under any modification of that system recommended by you?—I prefer the earlier course of studies, and am strongly in favour of the longer period of probation.

24125 (52). In particular, please state your opinion as to the desirability during the period of probation of (i) compulsory attendance at Law Courts in England and reporting of cases; (ii) the teaching of Indian Law in addition to the general principles of jurisprudence; (iii) the teaching of the grammar and text books of Indian languages with or without any attempt at colloquial instruction; (iv) the teaching of (a) Indian Geography, (b) Political Economy, (c) Accounts.—I am a little doubtful as to the necessity of any training in Accounts, but otherwise I favour all the suggestions made in the question. In particular I attach the greatest importance to compulsory attendance at Law Courts in England and the reporting of cases.

24126 (53). Do you consider that the probationer's course of instruction can best be spent in England or in India?—In England.

24127 (54). What is your opinion of a proposal to start at some suitable place in India

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[continued.]

a college for the training of probationers of the Indian Civil Service and possibly of other Indian services recruited in England?—I am opposed to the proposal.

24128 (55). What is your opinion of a proposal that each provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—I prefer the present system of training probationers.

24129 (56). In the report of the Treasury Committee appointed to consider the organisation of Oriental Studies in London (1909), the view is taken that the preliminary training in Oriental languages and in law required by probationers can be given better in England than in India, because of the difficulties which junior civilians would experience in learning these subjects in India, the lack of good teachers in Indian district head-quarters, the difficulty of even good Indian teachers appreciating the European student's point of view, and the difficulty of arduous study in a tropical climate. Do you consider that these objections could be met by a suitable scheme of instruction in India?—I agree with the view expressed by the Treasury Committee. To my mind oriental languages can be earned colloquially only in India, but a knowledge of grammar can best be obtained in England, and is of the greatest possible advantage when the probationer comes out to India, and begins to use the language. I can testify from personal experience to the difficulty of even a good Indian teacher appreciating the European student's point of view.

24130 (59). Do you consider that any differentiation is necessary during the period of probation between the course of study for probationers who are "Natives of India" and the course prescribed for other natural-born subjects of His Majesty?—I am against any differentiation.

24131 (60). Are you satisfied with the present arrangements for the training of junior members of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be introduced?—I regard the present arrangements for training as satisfactory. In my opinion everything depends on the District Officer under whom a junior member of the Indian Civil Service is first placed, and in posting probationers regard should, I think, be had to the District Officer and not to the district.

24132 (61). Is the existing system of departmental examinations suitable, and, if not, what change do you recommend?—I regard the existing system as suitable, and do not recommend any change.

24133 (62). Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—On the whole I do not think that there has been any

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deterioration. In Assam the standard of knowledge of the provincial vernaculars has always been a fairly high one. This is due to the fact that District Officers and their assistants tour more freely, and mix more with the people than is possible where district charges are heavier. I was for some time on the Board of Examiners for the Departmental Examinations held at Dacca, and what struck me there was that, while young officers, particularly after a course of Settlement training, could converse fluently in Bengali, they seemed for the most part to find great difficulty in reading an ordinary Bengali newspaper. This I think was largely due to the reduction of the period of probation in England from two years to one year, probationers having read fewer books in Bengali, and being less acquainted with the grammar and structure of the language. In addition it was then optional with a candidate selected for Bengal to study Hindustani, and not Bengali, before he came out to India. Candidates who had done so were at a grave disadvantage.

24134 (63). Do you recommend any changes in the rules for the encouragement of the study of oriental languages, and, if so, what changes?—I think that the rules recently adopted are satisfactory.

24135 (64). Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial Branch. In particular, do you favour a system of granting study leave to Europe, and, if so, what course of study (course for a call to the Bar, reading in barristers' chambers or other), and what conditions do you propose?—I think that steps should be taken to improve the proficiency in the knowledge of law of all members of the Indian Civil Service. With an extended term of probation in England this should be possible, and I would encourage all officers who showed any inclination that way to be called to the Bar. I think that officers selected for the Judicial Branch should, after gaining sufficient experience as Executive officers, be given a special further training to qualify them for their special duties, but I am not competent to suggest the precise course of study.

24136 (66). Do you recommend any special training in subordinate judicial posts for officers selected for the Judicial Branch? If so, please give details?—I regard this as most important. I am not in the position to give details.

24137 (68). Is any differentiation desirable in the system of training after appointment in India between members of the Indian Civil Service who are "Natives of India" and other natural-born subjects of His Majesty? If so, please state your proposals?—I am against any differentiation.

24138 (70). Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are "Natives of India" as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European

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[continued.]

descent? If so, please state your proposals?—I am against any differentiation.

24139 (72). The present theory underlying the conditions of service in the Indian Civil Service is that—(a) the members of the service should have sufficient training in subordinate or inferior appointments before they are called upon to discharge the duties of higher ones; and (b) that they should, throughout the whole period of their service, have sufficient salaries and sufficiently responsible duties. To secure these objects the number of posts, called technically “superior” posts, carrying a salary of over Rs. 1,000 *per mensem* is ascertained, and it is endeavoured to recruit only sufficient officers to make it probable that each officer will find himself officiating with practical permanency in at least the lowest of those appointments after the completion of eight years’ service. Do you accept this system? If so, do you consider that the period of eight years is suitable, or do you recommend any change? What alteration (if any) would be necessary if the age of recruitment were lowered?—I accept the system.

24140 (73). It is also part of the existing system that officers of over two but under eight years’ completed service should fill with practical permanency in the ordinary course of promotion charges of minor responsibility, called technically “inferior posts,” and should be drawing pay at rates above that of the lowest grade, but not exceeding Rs. 1,000 *per mensem*. Do you accept this as a suitable arrangement? If not, what alteration would you suggest, and for what reasons?—I accept the arrangement as suitable.

24141 (74). Please show in a tabular statement for the last five years, quarter by quarter, with footnotes, giving the names, the total net number of officers who have failed to obtain promotion in accordance with the principles set out in the preceding questions, and say whether any inconvenience, and, if so, what has been caused thereby to the Administration?—The province of Assam came into existence only on the 1st of April 1912. The following statement shows the officers who failed to obtain promotion in accordance with the principles set out in questions 72 and 73. No inconvenience has been caused to the Administration.

Statement.

	Quarter ending 30th June 1912.	Quarter ending 30th September 1912.	Quarter ending 31st December 1912.
Number of officers who, having completed over two years’ service, failed to obtain promotion.	2(a)	2(a)	4(b)

NOTE.—(a) The officers in question are Mr. W. J. Arbuthnot, I.C.S., and Mr. J. H. Hutton, I.C.S., both of whom began their service in 1909.

(b) To the names of Messrs. Arbuthnot and Hutton must be added those of Mr. K. Cantlie and Mr. H. G. M. Vickers, who began their service in 1910.

24142 (75). Please now see the statement marked AA and the list marked Assam = I,

which have been reproduced in Appendix VII to these questions, and say whether they are correct for your Province. If not, please state what amendments are necessary?—The statement and the list are correct, except that the salary of the Chief Commissioner is Rs. 4,666-10-8 and not Rs. 5,166½. Under the provisional orders of the Government of India the Chief Secretary draws a local allowance of Rs. 400, and the Inspector General of Police one of Rs. 250 *per mensem*.

24143 (76). Is any difficulty experienced by the Administration in working with the number of superior posts shown in the list for your Province? Do all the posts entered as superior carry a salary of more than Rs. 1,000 *per mensem*, and are they all such as are ordinarily held by officers in the Indian Civil Service? If not, what changes, if any, do you suggest?—No difficulty is experienced in working with the number of superior posts shown in the list for Assam. All the posts entered as superior carry a salary of more than Rs. 1,000 *per mensem*, and all are such as are ordinarily held by officers of the Indian Civil Service.

24144 (77). Does the number of superior posts shown as held directly under the Government of India correspond with the actual experience of the last five years? If not, please give particulars of the discrepancies, and say whether you consider any change of practice in this respect to be desirable. Attention is invited in this connexion to List J in Appendix VII to these questions?—As already stated, the Province of Assam has been in existence only since the 1st of April 1912. The only officer of the Assam Commission, who holds a superior post directly under the Government of India, is Lieutenant-Colonel Cole, C.S.I., who is Director of Temporary Works at Delhi.

24145 (78). Does the number of superior posts allowed for temporary appointments and deputations correspond with the actual experience of (say) the last five years? If not, please give particulars of the discrepancies and say whether you consider any change of practice in this respect to be desirable?—Details cannot be given.

24146 (79). Does the arrangement by which officers, recruited against temporary superior posts, are shown in the lowest grade, work satisfactorily? If not, what change of practice appears to you to be necessary?—No change appears to be necessary.

24147 (80). Does the allowance of 39 per cent. on the number of superior posts give the right number of junior officers for the work of the administration of your Province? If not, please state what excess or deficiency in your opinion exist, giving your reasons in detail?—No difficulty has so far been experienced, and no definite opinion can be expressed after so short a period of working.

24148 (81). Junior officers are considered to be under training during the first two years of their service. Does this approximate to the actual conditions? If not, what alteration is necessary in the percentage of 15.5 allowed for training?—The province has not been in existence long enough for a definite reply to be given.

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24149 (82). Does the leave allowance of 32.7 per cent. for superior posts, 6.7 per cent. for inferior posts, and 6 per cent. for training posts, approximate to the actual conditions? If not, please state what alteration is desirable?—The province has not been in existence long enough for a definite reply to be given.

24150 (83). Does the annual decremental rate of 4.17 per cent. on the total strength of the service correspond with the actual experience of the last 20 years? If not, please give the actual facts for this period and suggest a suitable figure, with reasons in support of the same?—The province has not been in existence long enough for a definite reply to be given.

24151 (84). Does the theoretical strength of the service correspond ordinarily with its actual strength? If not, please state the facts and, in particular, offer any remarks which may suggest themselves with regard to the existing discrepancy shown in the statement marked BB which is included in Appendix VII to these questions?—Two new recruits joined in November 1912, and the actual strength of the service is now 50 against the theoretical strength of 48.

24152 (85). Do you consider that the present system of a quinquennial examination of the conditions of service is adequate to regulate the rate of recruitment and flow of promotion? If not, what alterations do you recommend?—The objection to the present system of quinquennial examination of the conditions of service to my mind is that it does not go far enough. The prospects of senior officers, as well as those of officers of about 8 years’ service, might be examined.

24153 (86). State the principles on which the annual indent for recruitment to the Indian Civil Service is regulated. Do you consider that accurate results are attained thereby? If not, what alterations do you recommend?—The annual indent for recruitment to the Indian Civil Service is prepared in accordance with the instructions conveyed in Home Department letter no. 656, dated the 4th June 1909.

24154 (87). Are you satisfied that, under the existing system of promotion, the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?—I regard as satisfactory the present orders which govern the selection of officers for higher appointments, and the proposals of the Government of India for the compulsory retirement of inefficient officers.

24155 (88). To what extent are the functions of the officers of the Executive and Judicial Branches of the Indian Civil Service differentiated? Is any change desirable and, if so, in what directions?—There is the usual combination of Executive and Judicial functions in the person of the District Magistrate. For the six Assam Valley districts there is a District and Sessions Judge, whose services are lent by the Government of Bengal; while the Deputy

Commissioners exercise the functions of a Subordinate Judge. The district staff of Assistant Commissioners and Extra Assistant Commissioners dispose of Civil and Criminal business, and assist the Deputy Commissioner in his executive and revenue duties. In practice, however, the business of trying civil suits is largely made over to specially selected Extra Assistant Commissioners who are relieved of other duties, and are virtually Munsifs. In Sylhet there are a District and Sessions Judge, an Additional District and Sessions Judge, and two Subordinate Judges, while minor civil suits are tried by regular Munsifs. All these officers belong to the Bengal cadre, and are lent to Assam. The District and Sessions Judge and the Additional District and Sessions Judge have jurisdiction over the district of Cachar also, as has one of the Subordinate Judges. There are no separate Munsifs in the district of Cachar, where minor civil suits are tried by Extra Assistant Commissioners in the same way as in the Assam Valley. In view of the present conditions in Assam I do not consider that any change is desirable. The Local Administration is, however, considering whether some at least of the Deputy Commissioners should not be relieved of their present duties as Subordinate Judges.

24156 (90). Please see the two statements contained in Appendix VIII to these questions showing the various rates of pay drawn by officers holding posts in the Indian Civil Service cadre and the grading of each class of post for the different provinces, and say whether they are correct for your province?—The statements are correct except that the Chief Commissioner draws Rs. 4,666-10-8.

24157 (91). Please give full information regarding the rates of pay and the number of posts in each of the main grades of the service authorised on the 1st April of each of the following years:—1860, 1870, 1880, 1890, 1900 and 1912?—The required information is contained in the following statement which begins with the year 1880:—

1st April 1880.

	Rs.	A.	P.
One Commissioner on	2,500	0	0
Three Deputy Commissioners on	1,833	5	4
Three Deputy Commissioners on	1,666	10	8
Three Deputy Commissioners on	1,333	5	4
Three Deputy Commissioners on	1,000	0	0
Five Assistant Commissioners on	800	0	0
Seven Assistant Commissioners on	700	0	0

1st April 1890.

One Commissioner on	2,500	0	0
Three Deputy Commissioners on	1,833	5	4
Four Deputy Commissioners on	1,666	10	8
Three Deputy Commissioners on	1,333	5	4
Three Deputy Commissioners on	1,000	0	0
Five Assistant Commissioners on	800	0	0
Seven Assistant Commissioners on	700	0	0

1st April 1900.

One Commissioner on	2,500	0	0
Four Deputy Commissioners on	2,250	0	0
Five Deputy Commissioners on	1,800	0	0
Six Deputy Commissioners on	1,500	0	0
Six Assistant Commissioners on	900	0	0
Three Assistant Commissioners on	700	0	0

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1st April 1912.

	Rs.	A.	P.
Two Commissioners on . . .	2,750	0	0
Six Deputy Commissioners on . . .	2,250	0	0
Seven Deputy Commissioners on . . .	1,800	0	0
Six Deputy Commissioners on . . .	1,500	0	0
Two Under-Secretaries on . . .	1,000	0	0
Four Assistant Commissioners on . . .	900	0	0
Three Assistant Commissioners on . . .	700	0	0

The variation in the number of Deputy Commissioners is due to the fact that Secretaries to the Chief Commissioner and Heads of Departments are now graded as Deputy Commissioners.

24158 (92). Are the present rates of pay and grading suitable? If not, what alterations do you recommend?—The present rates of pay and grading are not in themselves unsuitable, but, as the Assam cadre is so small, I am in favour of a time-scale of pay.

24159 (93). If any dissatisfaction is felt, does it relate to the pay or grading of the higher or lower posts or to both?—A certain amount of dissatisfaction is undoubtedly felt not as regards pay and grading, but as regards the slowness of promotion to higher and lower posts alike.

24160 (94). Do you consider it desirable that there should be uniformity of payment for similar kinds of work in all the provinces, and does any dissatisfaction on this score exist in your Province, and if so, what?—I approve of the principle, but am not aware that any dissatisfaction on this score exists in Assam.

24161 (95). Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?—I would abolish the exchange compensation allowance, and make up for this by a suitable addition to salaries.

24162 (96). If abolition is recommended with compensation in the form of increased salaries, what is your opinion regarding the grant of a similar increase of salary to those members of the service who now draw no exchange compensation allowance?—There are no members of the Service in Assam who do not draw compensation allowance. If there were, I should make no distinctions, but would give increased salaries to all officers.

24163 (97). How does the system of acting allowances work in the case of officers selected to officiate in appointments involving increased responsibility? Is it productive of any inconvenience and have you any suggestion to make on the subject?—The system works well, and I have no suggestions to make.

24164 (98). How is the system of officiating grade promotions, where there is no change of duties, actually worked? Is the system convenient in the interests both of the Government and of the officers of the service? Have you any recommendations to make for its alteration?—The system would work well but for the fact that in a small cadre like the Assam one there is bound to be unevenness. Of two officers of

equal service and performing similar duties one not infrequently benefits by an officiating grade promotion, while the other does not.

24165 (99). What is your opinion regarding the substitution for the existing graded system of promotion of a time-scale of salary? If you are in favour of a time-scale, should it be restricted to the lower grades of the service or not?—I am in favour of the introduction of a time-scale of pay in Assam. I can suggest nothing better than the scale sanctioned for the Political Department of the Government of India. I would, however, make no distinction between members of the Indian Civil Service and military members of the Assam Commission. My reasons for favouring a time-scale are the smallness of the cadre, and the consequent slowness of promotion, both officiating and substantive, and, so far as can be judged from a study of the Civil List, the position will in course of time get worse instead of better.

24166 (101). What is your experience of the practical working of time-scale of pay in other Indian services?—I have no direct experience, but understand that in the Forest Department the time-scale of pay works well, and is popular.

24167 (102). If you recommend any system of time-scale of pay, please describe it, and state what conditions should be laid down in regard to the grant of increments, promotion to superior grades, charge allowances, and other matters of importance? How do you propose to apply such time-scale in Provinces where the scale of pay of the judicial and executive branches of the service is different?—I have already dealt with this in my reply to question (99). The scale sanctioned for the Political Department is, I think, appropriate. It should stop short of Commissionerships which are selected posts, and allowances should be given for special appointments. I make no suggestions as to the Judicial Branch, because the Assam cadre is a purely executive one.

24168 (103). If you are in favour of a time scale of pay, how would you secure that the recruitment of junior officers is restricted to the number likely to be promoted in a reasonable time to posts of independent responsibility, and do you or do you not consider it desirable that all members of the Indian Civil Service should have the prospect of rising to such posts within a fixed time?—I can only say that recruitment would have to be carefully watched to ensure that all members of the Indian Civil Service should have the prospect of rising to posts of independent responsibility within a fixed time.

24169 (106). Is there any reason to suppose that officers of the Indian Civil Service take more or less leave of any particular kind than they did 5, 10, 15, or 20 years ago? If so, to what is this due?—In reply to this question and the questions immediately following it is impossible to give definite information as to the amounts of leave taken as compared with what happened in earlier years. The proposals recently made by the Government of India, as regards the leave rules which apply to the European Services, are, in my opinion, a great improvement on existing conditions. In particular the acceptance

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of the principle that leave should be given to an officer whenever he can conveniently be spared, and that he should be allowed at any time to take such privilege leave as he has earned, will be a great advance.

24170 (118). Is the present system of equal annuities to all members of the Indian Civil Service generally accepted as satisfactory by the Government and by the members of the Indian Civil Service?—In my opinion the present system of equal annuities is generally satisfactory. One of the chief attractions of the Indian Civil Service is the assurance that, after a fixed period of service, a fixed pension of £1,000 will be given. I think that there is a good deal to be said for the suggestion made by the Government of India in 1881 that the 4 per cent. deduction from the salaries of members of the Indian Civil Service should be abolished, but personally I do not regard the deduction as a serious hardship.

24171 (121). In particular, what is your opinion of the arrangement by which members of the Indian Civil Service, who are appointed Judges of High Courts, obtain special pensions of £1,200. a year after 11½ years' actual service as Judges? Do you recommend any change in the present conditions?—It is, I think, desirable that members of the Indian Civil Service, who are appointed Judges of High Courts, should be on as favourable terms in every respect, pensions included, as other Judges. This, however, is the only reason that I can see why there should be a special rate of pension.

24172 (122). Do you consider that a similar system should be applied to the cases of high Executive officers, and if so, to which? Please state the amount of pension and the conditions which you recommend as suitable?—I am inclined to think that officers who are heads of provinces when they retire should receive some additional pension, but I am not prepared to make definite suggestions.

24173 (124). Do you recommend the introduction of a system of reduced pensions for such officers as may be found to be inefficient, but whom it would be difficult to retire without some provision for their subsistence? If so, what do you suggest?—I am strongly in favour of power being taken by Government to retire compulsorily such officers as may be found to be inefficient, proper safeguards being provided. I think that, in such cases, the scale of pensions which applies to retirements due to physical incapacity might reasonably be adopted.

24174 (129). Do you accept as satisfactory the regulations of the Indian Family Pension Fund, or have you any suggestions to make either for their abolition or for their alteration? Have you any proposals to make in regard to the present methods of working such regulations?—Except as regards the next question I have no suggestions to make.

24175 (130). In particular do you approve of the exclusion from their benefits of "Natives of India," who are members of the Indian Civil Service? If not, under what conditions would you admit them, having regard to the main differences between their social conditions and those of the European members on which the

present system is based?—I am against anything which tends to make distinctions between European and Indian members of the Indian Civil Service. I would, therefore, welcome any scheme under which the latter might be admitted to the benefits of the Indian Family Pension Fund. It ought not to be impossible to frame conditions to govern their admission.

24176 (137). Have you any other proposals to make in regard to the Indian Civil Service not covered by your answers to the above questions? If so, please explain them?—I would only suggest that transfers under the existing Travelling Allowance Rules usually cause serious loss to officers.

Written answers relating to the Provincial Civil Service.

24177 (1). Please refer to Government of India Resolution no. 1046—1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—In my opinion the conditions are suitable. There is no Judicial Branch of the Provincial Civil Service in Assam, the Munsifs and Subordinate Judges in Sylhet belonging to the Bengal cadre being lent by that Government.

24178 (2). Please supply a copy of the Rules for the Recruitment of the Provincial Civil Service in force in your Province. Are these rules suitable, or have you any recommendations to make for their alteration?—A copy of the rules* is annexed. * Vide annexure A, p. 12. These have only recently been framed. I am a little doubtful as to whether the pay of Rs. 100 per mensem allowed to probationers is, under present conditions, sufficient. This, however, is a question which can hardly be decided for one Province alone.

24179 (3). Please see the statement showing the constitution of the Provincial Civil Service, reproduced as Appendix B to these questions, and state whether the information is correct for your Province. If not, what alterations are required?—The information is correct.

24180 (4). Please state the different systems of recruitment that have been adopted for the Provincial Civil Service, the periods for which they were in force, and the number of officers recruited year by year in your Province under each system since its formation?—Since the Province of Assam was originally formed in 1874 appointments to the Provincial Service have been made only by selection. Officers have sometimes been admitted direct and sometimes promoted from the Subordinate Executive Service, but in no case have appointments been made on the results of a competitive examination.

24181 (5). Please state the number of natural-born subjects of His Majesty other than "Natives of India" recruited in your Province in each year?—No natural-born subjects of His Majesty other than "Natives of India" have been recruited.

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24182 (6). What is your experience of the officers selected by the different methods of recruitment, which method has proved the most satisfactory, and what changes, if any, in the present system of recruitment do you recommend? For direct recruitment do you recommend (a) open competition, (b) nomination, (c) combined nomination and examination, or (d) some other method? Please describe fully the system that you recommend?—For direct recruitment I do not think that any system other than one of pure nomination is possible for Assam. In its present conditions any system of competition would lead to appointments being monopolised by one or two communities, and would not give the more backward communities a fair chance. The existing rules for recruitment are, I think, the most suitable for this Province.

24183 (7). To what extent are non-residents of the Province employed in your Provincial Civil Service? Do you consider that only residents of the Province should ordinarily be recruited?—Apart from officers of European descent the Provincial Civil Service of Assam contains only six officers who are not residents of the Province. In my opinion only residents of the Province should ordinarily be recruited.

24184 (8). Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—All classes and communities of the Province are or the whole fairly represented. I consider this most desirable. Before any new appointments are made the amount of representation already enjoyed by each class and community is carefully examined.

24185 (9). What is the system of training and probation adopted for officers of the Provincial Civil Service? Do you consider it satisfactory, and, if not, what alterations do you recommend?—Selected candidates remain on probation for not less than one year. On the expiry of this period, if they have passed the prescribed tests in law and languages, they are eligible to be confirmed as vacancies occur. During their period of probation they receive practical training in the duties which they will ultimately have to perform. The system is satisfactory.

24186 (10). Is the existing system of departmental examinations suitable, and, if not, what changes do you recommend?—The existing system is suitable.

24187 (11). Do you consider that any change should be made in the classes of offices and appointments at present included in your Provincial Civil Service?—I do not consider that any change should be made.

24188 (12). What is the system on which the strength of the ^{Executive} Judicial Branch of your Provincial Civil Service is fixed? Do you consider it satisfactory, and, if not, what alterations do you recommend?—There is no Judicial Branch of the Provincial Civil Service in Assam. The strength of the Executive Branch was fixed by giving Assam its share of the posts actually sanctioned for the late Province of Eastern Bengal and

Assam. These posts provide the staff accepted as necessary for the performance of Judicial and Executive duties at district and sub-divisional headquarters; allow for Personal Assistants to the two Commissioners, and for an Assistant to the Director of Land Records; and give Assam its share of the appointments which were specially sanctioned for Survey and Settlement work, and were to form a leave reserve. The system is satisfactory.

24189 (13). In particular, is the leave reserve adequate, and the system on which it is graded suitable?—There is no reason to believe that the leave reserve is not adequate.

24190 (14). Is there any reserve for officers under training and is it adequate?—The rules provide for the annual recruitment of two probationers who, until they are confirmed, take the place of a reserve for officers under training.

24191 (15). What is the annual rate of recruitment and how is it fixed? Has it worked well in practice and does it secure an even flow of promotion?—The annual rate of recruitment works out to two appointments, calculated at 3.82 per cent. of the total strength as laid down by the Government of India in Home Department letter No. 543, dated the 27th July 1906. As the Province has been in existence only since the 1st April 1912, it is impossible to say whether the rate works well, and will secure an even flow of promotion.

24192 (16). To what extent is any system of selection for appointments to the higher grades enforced? Is any change of practice required in this respect?—Up to the 5th grade of Extra Assistant Commissioners on Rs. 400 *per mensem* promotion goes ordinarily by seniority. Promotion to the 4th grade on Rs. 500 *per mensem* is given by selection. No change of practice is required.

24193 (17). Are you satisfied that under the existing system of promotion the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?—I have no suggestion to make except that, as in the case of the Indian Civil Service, I consider that power should be taken to compel the retirement of inefficient officers on pensions corresponding to those that would be given in the case of retirements for physical incapacity.

24194 (18). To what extent are the functions of the officers of the executive and judicial branches of your Provincial Civil Service differentiated? Is any change desirable, and if so, in what direction?—The only officers employed entirely on executive duties are those working under the Excise and Settlement Departments. In the district of Sylhet there are separate Munsifs belonging to the Bengal cadre and lent by that Government, and the Extra Assistant Commissioners perform magisterial and executive duties, but do no civil work. In the Surma Valley Districts and in the district of Cachar the Extra Assistant Commissioners, besides performing magisterial and executive duties, also dispose of civil business. There are no separate Munsifs,

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but certain selected Extra Assistant Commissioners, who have had a legal training, are employed almost exclusively in the administration of Civil Justice. I regard the system as the one best suited to the present conditions of Assam, and recommend no change.

24195 (19). Are you satisfied with the existing arrangements by which certain posts, ordinarily filled by members of the Indian Civil Service, are listed as open to officers of the Provincial Civil Service of proved merit and ability, and is the system followed in making appointments to these posts suitable? If not, what alterations do you suggest?—There are no listed posts in Assam. The question of listing any posts is under consideration, and it might be found possible to list one post of Deputy Commissioner and one of Under Secretary.

24196 (21). Are you satisfied with the present designation "the Provincial Civil Service?" If not, what would you suggest?—Personally I can see no objection to the present designation of the Provincial Civil Service. I am not aware that officers of that Service in Assam object to the designation.

24197 (22). Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—I accept the principle as suitable.

24198 (23). Please give full information regarding the rates of pay and the number of posts in each of the main grades of the Provincial Civil Service authorised on the 1st April of each of the following years:—1890, 1900, and 1912. When was the last general reorganisation effected, and what improvement of prospects was effected thereby?—The following statement gives the required information:—

1st April, 1890.

Two	Extra Assistant Commissioners on	Rs. 600
Five	" " " "	500
Ten	" " " "	400
Seven	" " " "	300
Five	" " " "	250

1st April, 1900.

Two	Extra Assistant Commissioners on	Rs. 600
Five	" " " "	500
Ten	" " " "	400
Seven	" " " "	300
Six	" " " "	250

1st April, 1912

One	Extra Assistant Commissioner on	Rs. 800
Three	" " Commissioners "	700
Ten	" " " "	600
Fourteen	" " " "	500
Fifteen	" " " "	400
Sixteen	" " " "	300
	" " " "	250

The last general reorganisation was effected in 1902 when the two grades on Rs. 700 and Rs. 800 were created.

24199 (24). Are the existing rates of pay and grading in the Provincial Civil Service of

your Province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—No difficulty is experienced in securing the desired qualifications in the officers appointed on the existing rates of pay and grading. The cadre of the Assam Provincial Civil Service is, however, a small one, and, to prevent unevenness of promotion, I should favour the introduction of a time-scale of pay.

24200 (25). Are you satisfied with the present system under which officiating promotions are not made in the Provincial Civil Service? If not, what alteration do you recommend?—If a time-scale is adopted, the question of officiating promotions would not arise.

24201 (26). What is your opinion regarding the substitution of a time-scale of salary for the existing graded system of promotion? If you are in favour of a time-scale, should it be restricted to the lower grades of the service, or not?—I should like to see a time-scale introduced. I would not confine this to the lower grades of the service, but would have it roughly in three sections. The first of these might be on Rs. 250—⁵⁰/₃—400, the second on Rs. 400—¹⁰⁰/₃—600, and the third on Rs. 600—¹⁰⁰/₃—800. In that case all appointments above the first section would, as at present, be made by selection. I would stop increments for bad work, and would give charge allowances for special duties performed.

24202 (28). What is your experience of the practical working of time-scales of pay in other Indian Services?—I have no direct experience of the practical working of time-scales of pay in other Services, but understand that they work well, and are popular.

24203 (31). Is there any reason to suppose that officers of the Provincial Civil Service take more or less leave of any particular kind than they did 5, 10, 15 or 20 years ago? If so, to what is this due?—It is impossible to give definite information as to the amount of leave of various kinds now taken as compared with that formerly taken by officers of the Provincial Civil Service. I consider the new rules, which the Government of India recently put forward, to be generally suitable, and I believe that the officers of the Provincial Civil Service regard these as advantageous.

24204 (40). Is the present system of superannuation pensions satisfactory in the interests both of the Government and the members of the Provincial Civil Service?—I consider the present system to be satisfactory.

24205 (42). Do you approve of the grant of reduced pensions for such officers as may be found to be inefficient but whom it may be difficult to retire without some provision for their subsistence? If so, what do you suggest?—I approve of the grant of reduced pensions for officers found to be inefficient. I would follow the scale which applies to officers who retire by reason of physical incapacity.

24206 (45). To what extent do members of the Provincial Civil Service subscribe for the benefit of their families to the Government General Provident Fund, or to other official or officially-recognised funds? Are any further facilities required, and what arrangements of this

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kind do you consider to be necessary?—European and Anglo-Indian officers are required by rule to subscribe to the Government General Provident Fund. Of the 51 Indian officers of the Assam Provincial Civil Service 23 subscribe voluntarily to the Fund.

24207 (46). Are you satisfied with the existing organization of the Provincial Civil Service? If not, please state what alternative organization you consider desirable, and explain fully your views, making any suggestions that appear to you to be suitable?—I have no suggestions to make.

24208 (47). Have you any other proposals to make in regard to the Provincial Civil Service not covered by your answers to the above questions? If so, please explain them?—I have already expressed a doubt as to whether the allowance given to probationers is sufficient. I think in addition that the existing rules which govern travelling allowance might be improved. I am inclined to think that, at all events, all officers drawing Rs. 500 *per mensem* might be classed as officers of the 1st class for the purpose of travelling allowance.

[Annexure to reply to question 24178.]

ANNEXURE A.

Rules for admission to the Executive Branch of the Provincial Civil Service in Assam (published with the Assam Administration Notification no. 3362-A, dated the 26th November 1912).

1. It is estimated that two appointments can be made annually to the cadre of the Provincial Civil Service. One of these appointments will be made under the following rules, the other being kept by the Chief Commissioner in his own hands.

2. Appointments will be made from time to time by promotion from the Subordinate Executive Service upon nominations made by the Revenue Department. Before these nominations are made Commissioners of Divisions, the Commissioner of Excise and the Director of Land Records will be consulted. The age of a nominee should not exceed 40 years.

3. One probationer will be admitted annually, subject to the final approval of the Chief Commissioner, upon nomination made by the Commissioners of Divisions in rotation.

This nomination should be submitted on the 1st October of each year.

4. The indispensable qualifications for candidates for admission under rule 3 are (1) that the nominee is a natural-born subject of His Majesty or of a Native State; (2) that he is not under 20 or over 25 years of age; (3) that he is of good character; (4) that he is a graduate; and (5) that he is of sound health, good physique and active habits, a fair horseman, and free from organic defect or bodily infirmity.

5. Europeans who do not satisfy the definition of Native of India, contained in section 6, Statute 33 Victoria, Chapter 3, are not eligible for appointment to the Provincial Service without the previous sanction in each case of the Government of India.

6. (a) A Commissioner whose turn it is to nominate will call upon each Deputy Commissioner of his Division to submit the names of one or two candidates belonging to families resident or domiciled in his district with the particulars indicated in Form A attached. The nominees under this rule must be non-official. But this condition does not bar from nomination Honorary Magistrates or candidates who hold no substantive post under Government, but are serving in temporary or officiating appointments.

(b) Form A must be accompanied by a certificate signed by the Registrar of the University, that the candidate has obtained a degree, a certificate of character and conduct from the Principal of the Institution at which the candidate last studied for not less than one year, or from some responsible officer of Government, a medical certificate in accordance with the requirements of Article 49 of the Civil Service Regulations, evidence of the candidate's age, and a statement that the candidate is, to the Deputy Commissioner's knowledge, a fair horseman.

(c) The Commissioner and all the Deputy Commissioners of the Division will meet on a date to be fixed by the Commissioner, and will consider the claims of all the candidates nominated. They will also call the candidates before them, and see and converse with them so as to form an opinion regarding their suitability for the public service. The Commissioner will then select two names and submit them in order of preference to the Chief Commissioner. With his report submitting these names, the Commissioner will submit Form A for all candidates, entering in each case, in the last column of that form, his own opinion as to the suitability of the candidate.

(d) Every candidate nominated by a Commissioner must be domiciled in his division, or, if the nominee himself be resident outside the division for the purpose of education, his family must be resident or permanently domiciled in the division. In making nominations special attention should be paid to the desirability of securing a fair share of appointments to each important section of the community, to social qualifications and family status and influence, to services rendered by the candidate's father, and to distinctions obtained in the University.

7. All candidates for admission as probationers under rule 3 must furnish satisfactory evidence of a thorough knowledge of at least one of the vernacular languages of the Province. The Chief Commissioner will require all such candidates, who have not already furnished such evidence at some recognized examination, to pass a special examination in either Assamese or Bengali before admission. The object of the examination will be to test the candidate's knowledge of the language and his ability to write and read the written character with facility.

The examination will include—

- (1) Translation into English of proceedings, petitions, reports, etc., written in manuscript.
- (2) Translation from English into the Vernacular selected.

8. All persons admitted under Rule 3 will be on probation, the minimum period of which will

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be one year. Probationers will receive a subsistence allowance of Rs. 100. Provided that it will be in the Chief Commissioner's discretion to make direct appointments to existing vacancies in the lowest grade, on full pay, in special cases.

9. A probationer will be liable to pass the examinations prescribed in Section III(B) of the Rules for the departmental examination of civil officers, and will not be given a substantive appointment until he has passed by the lower standard in Law, and, if liable to examination in Assamese or Bengali, has also passed the examination by the lower standard in either language, and at any time before he is given a substantive appointment he is liable to removal if he fails to show proper capacity. Subject to this condition, probationers, whether already holding sub. *pro tem.* appointments or not, will be confirmed in the lowest grade in order of their seniority as vacancies occur.

10. A probationer is expected to pass the examinations referred to in the preceding rule within one year of his admission as a probationer, failing which he will be liable to be superseded by such of his juniors as may qualify before he does, until he becomes eligible for substantive appointment, when he will be restored to his original position in relation to other officers of the grade.

11. An Extra Assistant Commissioner of whatever grade will not ordinarily be promoted to a higher grade until he has passed by the higher standard in Law, by the lower standard in Assamese or Bengali (if liable to examination in either language), and in the colloquial examination in Hindustani, and has also passed in Accounts; provided also that an officer who, being liable to examination in Assamese or Bengali, has not passed the examination by the higher standard in either language, will not be promoted to any grade higher than the penultimate grade of his service.

12. Promotion to grades below that on Rs. 500 a month will ordinarily be given according to seniority, subject to fitness and approved conduct. But the Chief Commissioner reserves to himself the right to make promotion to the senior grades of the Provincial Service by special selection for merit without regard to seniority, and hereby declares that seniority alone shall not give a claim to appointment to the grade on Rs. 500 or higher grades.

MR. W. J. REID called and examined.

24209. (Chairman.) You are the Chief Secretary to the Chief Commissioner of Assam?—Yes.

24210. Will you give the Commission a brief account of the various re-arrangements of the Administration which have taken place in Assam since 1874?—I do not know if I can do this very definitely from memory. Assam became a Chief Commissionership in 1874. In 1905 Assam and the Eastern Bengal districts made the new Province of Eastern Bengal and Assam. Then from the 1st April last Assam became a separated Chief Commissionership.

24211. You say that the present system of open competition should be adhered to?—Yes, I think so.

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13. No member of the Provincial Service shall be dismissed otherwise than on the result of a Judicial or formal departmental enquiry.

Rules for admission to the Subordinate Executive Service in Assam.

1. It is estimated that two appointments can be made annually to the cadre of the Subordinate Executive Service, one being made under the following rules, and the other being retained by the Chief Commissioner in his own hands.

2. One probationer will be admitted, subject to the final approval of the Chief Commissioner, upon nomination made by Commissioners of Divisions in the manner prescribed in rules 4 and 6 of the rules for admission into the Executive Branch of the Provincial Civil Service. Probationers will receive a subsistence allowance of Rs. 50.

3. Rules 8, 9, 10 and 11 of the rules for admission to the Executive Branch of the Provincial Civil Service apply, *mutatis mutandis*, to the Subordinate Civil Service also.

4. Promotion will be given to Sub-Deputy Collectors according to seniority subject to fitness and approved conduct. But the Chief Commissioner reserves to himself the power either to retard promotion in particular cases of unfitness or misconduct, or to promote any particular officer out of turn, without reference to seniority, in cases of exceptional merit.

FORM A.

- | | |
|-----------|---|
| Column 1— | Name of candidate. |
| " | 2—Father's name. |
| " | 3—Caste. |
| " | 4—Age last birthday. |
| " | 5—Educational qualifications. |
| " | 6—Other information regarding the candidate (physique, moral character, etc.). |
| " | 7—Special claims for consideration. |
| " | 8—Remarks indicating degree of Deputy Commissioner's personal knowledge of candidate, and sources of information about him. |

24212. You do not advocate nomination because it presents so many practical difficulties?—Exactly.

24213. You say that officers recruited by separate examination in India would inevitably be regarded as inferior to officers who entered the service by means of the open competition in London?—I meant that every one would hold that they came in by the easier channel, that they had not gone through quite the same tests as the other men; that they were not of the same standard—that there was some difference.

24214. Are you assuming that a separate examination would be an inferior test to the open examination in London?—At all events I thought

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that it would be a separate test; that the subjects set and the system of marking might be different, and that the whole examination would be conducted on different lines, more with Indian conditions in mind than with British ones.

24215. Supposing that the examination was conducted on similar lines, and that the examination itself was of a similar standard, would you still see objection to its introduction?—I think that if Indians had the two ways of getting in, one by the examination in London, and one by a similar examination in India, the man who passed in London would be ranked higher than the man who passed out here in India.

24216. You set considerable store by all classes and communities being represented in the Indian Civil Service?—Yes.

24217. Particularly to the Province of Assam?—I do.

24218. You think that it is of particular importance from an administrative point of view that communities should be well represented?—Yes, I think so.

24219. Is that due in one respect to the presence of a large group of Indian planters in the Province?—That is one reason. The other reason is on account of the various standards of education which there are in Assam itself. The communities are diverse, and the diversity is more marked, I suppose, than is the case elsewhere.

24220. And you consider that in certain districts an officer of a particular caste would carry out his duties more effectively than an officer of another caste?—I was not thinking so much of caste as of race in Assam.

24221. You say that if a separate examination were established in India, Indians should be excluded from competing in England: could you give your reasons for that view?—For one thing I think it would give them an undue preference if they had both methods of getting in. For the second thing, I presume that the separate examination would be for a fixed number of posts; and, if there was unlimited competition in England as well, the proportion might easily be upset.

24222. If a separate examination were established, you would lay emphasis on the importance of having it for each Province and not for the whole of India?—Yes.

24223. Are you in favour of listing any posts in the Assam cadre?—I am in favour of this on the understanding that the posts should be filled only when there are men competent to fill them. That is the rule, of course.

24224. Could you say which posts?—I think one Deputy Commissioner's post might be listed; and I think one Under Secretary's post might be listed. We have an Indian as Under-Secretary at present. We had an Indian as Additional Deputy Commissioner of Sylhet, which is a District Officer's post. I should like to say that these views are my own. I am not speaking for the Chief Commissioner at all.

24225. You are speaking now for yourself?—Yes. I am speaking for myself, and not on behalf of the Chief Commissioner.

24226. In answer to question (49), you say you would prefer the establishment of a central

Institution to the training at a University?—If all the Indian Services went there, if it was not only for the Indian Civil Service. I should like to see officers of the Police, the Forests, the Public Works, and all the Services go to the one central Institution if that could be managed.

24227. If that could be arranged, you would dispense with the residence at the University?—Yes.

24228. How long would you suggest that an officer should reside at such an Institution?—Of course it would depend upon the age of recruitment; but I should like at least two years, and, preferably, three years, if the men were recruited young enough.

24229. At what age would you like to see them recruited?—I should like to go back to 17 to 19 for the open competition.

24230. You would take the candidate straight away from school?—Yes, I would take him straight away from school.

24231. Then you would place him in this Institution?—Yes. I would let him mix with all the other men of the different services, Europeans and Indians, the whole lot of them who are going out to India together.

24232. Enabling him to enter upon his profession at about the age of 22?—Yes, at about 22.

24233. Do you regard it as important that he should enter the service earlier by one or two years than he does at present?—It is very difficult to say. I think he trains more easily at 22 than he does at 24.

24234. Holding that view, you would say that it would be better for him, and better for the service, if he entered his profession at from 22 to 25?—Yes, I think so.

24235. With reference to your answer to question (99), do you think that a time-scale, covering 23 years of service and embracing the grades of Assistant Commissioner and Deputy Commissioner, would tend to make officers in the service less energetic and keen than they are under present conditions, or do you think that that could be avoided?—I think that could be avoided.

24236. You would institute for the time-scale a very strict system of certificate?—Yes.

24237. If an officer did not come up to the standard, he would be passed over?—He would be passed over or kept back. His increment would not be given to him.

24238. You suggest the same principle for the Provincial Civil Service?—Yes.

24239. Would you think it would be better, on the whole, to have two time-scales, one for Assistant Commissioners and the other for Deputy Commissioners, with selection from one class to the other?—I should not have any objection. I do not think it is a matter of very much importance.

24240. You do not regard that as important?—I do regard the selection of Assistant Commissioners to be Deputy Commissioners as important; but I do not think it is necessary to have two time-scales to effect that.

24241. You would prefer, on the whole, a single time-scale instead of a time-scale in

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compartments, with selection from one compartment to the other?—Yes, I should.

24242. You suggest that officers retiring from incapacity should get the same rate of pay as invalids?—Yes.

24243. Would not that, in some instances, be rather generous treatment?—Yes; it is on the generous side. I should not press that the gratuity or pension should be less than the invalid one, so long as an officer could be retired if he had been plainly inefficient.

24244. You would regard the establishment of a system of compulsory retirement as important provided officers are retired upon an adequate allowance?—Yes.

24245. But you do not regard the actual amount as important?—No.

24246. With regard to your answer to question (137), on what basis do you think that travelling allowances should be assessed?—There were proposals sent up a few years ago that on transfer an officer should be allowed some allowance for his family, for his household, for his personal goods and chattels when he carried them from one station to another. At present, everything is governed by the ordinary Travelling Allowance Rules. He gets two first-class railway fares, and that is all. A transfer is a very heavy loss, particularly for a senior officer.

24247. With regard to your answer to question (5) of your answers regarding the Provincial Service can you tell us if there is any demand from officers in the Provincial Service for the establishment of a Family Pension Fund?—I have not heard of any such demand.

24248. As regards your cadre, do you consider the present staff is adequate to carry on the work of the administration?—I think so. It is early to judge, but I think it is sufficient.

24249. Can you tell us when you contemplate the Judicial Branch being established in Assam?—I do not see how it will ever be possible to have a Judicial Branch established. We have only three Judges in Assam. They could not form a separate cadre. That is why we get our men from Bengal.

24250. (Lord Ronaldshay.) With regard to the system of recruitment of the Indian Civil Service, I see you say that a system of combined nomination and examination is attractive. Would you tell us why you think it is attractive?—What I had in my mind was that by some system of nomination it might be possible to eliminate the men who would be better eliminated; but the difficulties are so great that I can hardly see how it can be worked.

24251. But do you think that under the present system there are a considerable number of men who get into the service whom you would rather do without?—No.

24252. But you think there are some?—There is an occasional man.

24253. Nothing more than that?—No, nothing more than that.

24254. What are the particular advantages you expect to derive from your suggestion of a separate institution for the training of Indian Civil Service recruits, and other recruits?—You would get a

feeling of *esprit de corps*, which I do not think you would otherwise get. It would be possible to have something more like Sandhurst discipline than is possible at present; and I think it would be good for the services to rub shoulders together, so that the young civilian might see that he was not the only man in the country, and that there were other people. I think it would be good for Indians and Europeans to be brought into contact there before they came out.

24255. You agree with those who say that it would not be possible to give highly educated men who are recruited into the service adequate instruction in their higher studies out in this country, and you say you can testify from your personal experience as to the difficulty of a good Indian teacher appreciating a European student's point of view. Would you tell us a little more definitely what you mean by that?—I was studying Bengali at one time for the High Proficiency Examination, and I had an old pundit who was a very learned scholar in his own way. I found it practically impossible to follow his instruction in grammar because his methods were entirely different from mine. His explanations were perfectly correct, but it took me a very long time to understand them. I found it much easier to get the explanation from a grammar compiled by a European. I could see his point of view afterwards, but it was a much slower and more difficult process. It was my fault, of course, to the extent that I had been trained on different lines from his school grammar.

24256. As to the system of training for the junior members of the Indian Civil Service when they first come out to Assam, you say that the system in force is satisfactory. Will you tell us exactly what it is in Assam?—In Assam the young Civilian is handed over to his District Officer, and is given a pundit to teach him the vernacular colloquially. He is put in the care of some experienced Extra Assistant Commissioner, and he should take charge in turn of the different branches, having all the work to do but none of the responsibility; that is to say he would not pass final orders, he would only draft orders. He should go on tour with the Deputy Commissioner, and should meet the people, find out what the conditions are, etc. In fact, he should be told everything, and given the chance of learning everything. He should be looked after all the time he is doing this. He has his two departmental examinations to pass with set subjects.

24257. He receives magisterial powers as soon as he has passed his first examination?—He sometimes receives third-class powers before he has passed his first examination; but he is only given the most petty cases to try, and he is very carefully looked after while trying them. When he passes his examinations his magisterial powers increase.

24258. With regard to the question of the recruitment of Natives of India in the Indian Civil Service, do you think it is expedient at the present time to give Indians greater facilities for getting into the higher Service? On general grounds do you think it is expedient?—I do not think so.

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24259. You think that the present arrangements are quite sufficient on all grounds?—Yes, I think so.

24260. Have you any Natives of India in the Assam cadre?—No, we have none.

24261. You do not think it is desirable that there should be any representation of the Indian community in the higher service in Assam?—There was one Assamese who passed into the Indian Civil Service, many years ago. If another passed into the Indian Civil Service, there is no reason why he should not serve in Assam like European members of the service; but excepting an Assamese, or rather an inhabitant of the Province of Assam who had gone home and passed into the service by the ordinary method, I should not advocate bringing Indians in.

24262. You would not be in favour, for instance, of a system of picking men from the Provincial Service, and, instead of promoting them to listed posts, promoting them to the rank of the Indian Civil Service?—I see no very strong objection to it.

24263. If, for instance, we came to the conclusion, on political grounds, or any other grounds, that it was desirable that the number of Indians in the higher service should be increased, which of the two methods would you prefer—a method of examination out here for the Indians, or the method of picking men from the Provincial Service, and promoting them to the Indian Civil Service?—On the whole, I should prefer to pick them from the Provincial Service, and put them in in that way.

24264. There are two questions on points of detail which I am not clear about in your evidence. In answer to question (74) you tell us of some officers who failed to obtain promotion after their first two years of service. Could you tell us what has been the reason for their failure?—The only reason is that the superior posts carrying the higher pay were filled: there were not sufficient officers on leave to allow the officiating promotion. It is no reflection upon the officers themselves. It was simply impossible.

24265. It is simply a case of block in promotion?—Yes, simply on account of block in promotion.

24266. On what grounds are the special allowances given to the Inspector General of Police and the Chief Secretary?—On the ground, I suppose, that they are holding special appointments, more responsible ones than the ordinary District posts; and also I think on the ground of the expense of living at headquarters at Shillong.

24267. On account of the cost of living being higher than in the districts?—Yes.

24268. Can you tell us to what extent the duties of the Sub-Deputy Collectors differ from those of Extra Assistant Commissioners?—The Sub-Deputy Collector is more a Revenue officer, pure and simple. In Assam he collects revenue and does revenue work in the field. He is a local Revenue Officer, and rarely exercises magisterial powers. The Extra Assistant Commissioner, as he is called in Assam, is a Magistrate and Munsif; and although he also does revenue work he is a judicial officer, primarily.

24269. The Sub-Deputy Collector only does judicial work under rather exceptional circumstances?—Yes, that is the present system.

24270. Then there is really no ground for suggesting that these two classes of officers do precisely the same work, and therefore they ought to be included in one service?—I do not think so. At present they do not do precisely the same work. They are recruited from the same class, and have very much the same qualifications, but their duties are dissimilar.

24271. (Sir Theodore Morison.) In your answer to Lord Ronaldshay just now, you said that you did not see any reason for a larger employment of Indians on political or administrative grounds. Does that answer refer solely to Assam, or to the whole of India?—I can only speak for Assam. My experience elsewhere does not justify me in saying anything.

24272. Your answer refers entirely to Assam?—Yes.

24273. I believe you have not a large educated class in Assam, have you?—No. It is increasing, but it is not very large.

24274. And therefore you have not the political problem as distinct from the administrative problem, have you?—No, not yet.

24275. You say that you disapprove of a separate examination on the ground that those who enter by the separate examination in India might be looked upon as having come in through the back door; and therefore would not be exactly on an equality with those who came in by the London door?—Yes, that is so.

24276. That is very true and important and is quite accurate. Do you think, as a matter of fact, if your separate institution is established, that there would be much thought among the different officers by which door a man did come in? After all we have things like it in the Army, and there is the King's Cadet, and there used to be a militia man. I suppose after these cadets passed through Sandhurst there is not much difference; is there?—No; there is no difference. I think the establishment of a separate institution, if it were possible, would do away largely with my objection, if not entirely.

24277. If they came to one central institution, and were all fused into one, then the same objection does not apply, does it?—No, it does not apply.

24278. Now with regard to separate examination. You have considered it first as a civilian. What do you want to teach the civilians—law I suppose?—Yes.

24279. You would have, I presume, a residential institution?—Yes.

24280. And not far from London?—Yes, not far from London.

24281. So that they could attend the Law Courts?—Yes.

24282. And during that two or three years you would work them hard at the law, and would teach them the theory of law in the way in which it is taught at the Universities?—Yes.

24283. And practice?—Actual practice they would get out here.

24284. You lay stress on their attending the Law Courts?—Yes.

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24285. There would be two sides to their law training, theoretical, and class room teaching, such as they get in the Law Tripos, or at the Law School; and what they did not get at the Law Schools they would get by the practical work in the Law Courts seeing work?—Yes, seeing how it is done.

24286. I presume under a tutor?—Yes, under a tutor.

24287. And I suppose when you were satisfied with the arrangements you had made for law you would also take in any vernaculars?—Yes.

24288. That would be your second subject of study?—I have not thought it out very clearly or definitely. I answer with some reservation. It would require more thought than I have been able to give to the subject.

24289. You propose that all the services should go to the institution?—Yes.

24290. But you do not want your educational officers or your Public Works officers to learn law?—No.

24291. Are you going to have a separate curriculum for them? You will be starting a University. I see my way with regard to the Indian Civil Service and professional training, but I do not know that it can be mixed up with Forests and Public Works?—I do not know that it is possible.

24292. I can see the advantage of putting them in the same place, and rubbing shoulders together, but I do not see how the teaching is to be conducted. In answer to question (99) you talk about the slowness of promotion which is consequent upon the smallness of the cadre. You say: "My reasons for favouring a time-scale are the smallness of the cadre, and the consequent slowness of promotion." That, I suppose, is what is happening now; but you may, I presume, with a small cadre also occasionally have a very rapid promotion?—Undoubtedly, occasionally. Some men may benefit to an undue extent.

24293. The doctrine of chances has not ruled in the small cadre. At the present moment promotion is slow?—Promotion is slow below a certain point. Some of the top men have had very rapid promotion, but others have not.

24294. So that it works very unevenly?—Yes, it works very unevenly.

24295. (Mr. Chabral.) What is your opinion about the position taken up by some of the witnesses who have come before us and said that there need not be any scope for representation of a community in the highest service in the land, although there ought to be regard for such representation in the lower and Provincial Service—that in the highest service in the land pure efficiency as tested by any system you may have, examination or otherwise—and that alone should be the test?—I think there is a good deal to be said for those views. The argument is undoubtedly a strong one. All the same, I think efficiency is essential whatever method is adopted. I would not advocate putting in a man who was not efficient merely to represent a particular community.

24296. What you mean is that if there were two men of equal efficiency, if the representation of different interests in the service required it, you

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would prefer it, but not at the sacrifice of efficiency?—That is so.

24297. With reference to your answer to question (31), you say you do not advise the re-introduction of the system of recruiting military officers. Have military officers been a success in your Province?—I do not think they have been more of a success than civilian officers.

24298. You would put both of them on the same level, would you not?—Yes.

24299. What would there be against the system being continued?—From the point of view of the Indian civilian it would make the service less attractive. The cadre is already a small one. The military officer serves longer than the Indian civilian before he can earn his pension. The system causes a block, and it is a little apt to cause discontent.

24300. With regard to question (33), can you tell us why hitherto no posts have been listed in Assam?—Entirely on account of the peculiar circumstances. There is a very large European non-official population in most of our districts. We have got the Hill Districts. We have got independent and troublesome Hill tribes on the borders of most of our districts; and the standard of education, so far, has not been as high as in other provinces. These, I think, are the reasons why we have had no listed posts.

24301. Supposing, as you suggested in your answer to the Chairman, that there were only two listed posts, could not two places be found where there were not the same difficulties?—There are very few places where the difficulties do not exist.

24302. In answer to question (64), I see you say,—"I think that officers selected for the Judicial Branch should, after gaining sufficient experience as executive officers, be given a special further training to qualify them for their special duties." I should like to know what, in your opinion, would be the point of bifurcation—after the candidate passed the examination, or after the civil servant comes out into this country? After how many years would you make those who select the judicial line bifurcate?—Personally, I think, after about six years.

24303. You do not think that in a shorter period he could get sufficient knowledge of the Executive Department?—I think he would have a better knowledge if he stayed at it for about six years. The knowledge would be all the more useful to him afterwards.

24304. Am I right in gathering from your answer to question (88) that in certain parts of Assam all the three functions, Magisterial, Civil and Executive, are combined in the same officer?—That is so.

24305. So that it is not, as in other parts, only a combination of the Magisterial and Executive, but in some parts of Assam the three have been put together in the same officer?—Yes, that is so.

24306. Do you think that that works well—the same officer having to decide Civil Judicial cases—having to do Magisterial work and Executive work?—In the present conditions in Assam I think it does work well.

24307. I find that in some parts you have been separating the functions?—Are you referring to Sylhet?

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24308. I am referring to the part of your answer where you say that some officers do purely Civil business?—We are, in practice, setting aside special Extra-Assistant Commissioners, men who have been recruited from the Bar, and putting them to do Civil work entirely. That is for convenience in the disposal of business.

24309. In this process the experiment has been tried with the object of taking away Magisterial powers from a person who exercised both Magisterial and Executive powers?—We have kept him employed at Civil Judicial work purely, and not allowed him to exercise his Magisterial powers, though we have not actually taken them away. He still retains them. An officer of that kind may be posted to one station particularly with a view to his doing Civil Judicial work, and be given Magisterial work in another.

24310. I am not referring to Judicial work. In the first place, are there any officers who at one time performed both Executive and Magisterial work, and has there been in the case of such officers any differentiation of functions?—I think only for the convenience of working.

24311. But there has been?—It is very difficult to answer. It is some years since I personally had charge of a District. As a rule, if the work is at all heavy one officer will do nothing but Criminal Judicial work, while another officer will take a share in Criminal Judicial work, and also do a good deal of Revenue and Executive business. It is more a matter of administrative convenience than a question of principle.

24312. I want to understand the system in your Province. Who is the lowest Magisterial officer in Assam?—An occasional Sub-Deputy Collector. Only a few Sub-Deputy Collectors have been vested with Magisterial powers at all. A few, however, have been.

24313. Who is the ordinary Magisterial officer?—The Extra-Assistant Commissioner.

24314. Who is above the Sub-Deputy Collector?—The Extra-Assistant Commissioner comes above the Sub-Deputy Collector.

24315. Do appeals lie from the Sub-Deputy Collector to the Extra-Assistant Commissioner?—No. The ordinary rule is that appeals from Magistrates of the second and third classes go to the Deputy Commissioner.

24316. That is the Collector of the District?—The Collector of the District, the Magistrate.

24317. And from the purely Judicial officer, those who for convenience sake you entrust with Criminal and Judicial work?—To the District Judge.

24318. And the District Judge has no control over the Magisterial work of the lower Magistrates?—He hears appeals from all Magistrates of the first class.

24319. (Mr. Gokhale.) You are of opinion that if a separate examination is instituted in India for admission into the Indian Civil Service the London door should be closed to Indian students?—Yes.

24320. You advocate this because you think that if an examination is instituted in India it should be for a fixed proportion, and the keeping open of the London door would upset that proportion?—Might upset that proportion.

24321. But supposing, in fixing that proportion, the average of possible Indian successes in London over a series of years is taken into consideration, and the number of vacancies offered in India is less than such a fixed proportion by that number, would your objection then apply?—It is impossible to say how things would work out in practice: I freely admit that.

24322. Suppose you want sixty men any year, and it is decided to offer fifteen places out of the sixty to Indian students. Suppose you find that for a series of years three Indians have been entering through the London door, and suppose only twelve places are offered in India on the results of a separate examination, would you still insist that the London door should be closed to Indians?—There would be no immediate necessity to close the London door, but conditions might easily alter.

24323. If they did alter seriously, there would be time enough to change again?—That is so.

24324. I should like to point out as an objection to your proposal that there are a number of people in India who appreciate the advantages of English education?—Yes.

24325. And they would continue to send their children to be educated in England even if you institute a separate examination?—Yes.

24326. And if you shut the London door to the Indian candidates these children would not be able to appear in London?—That I would regard as a misfortune.

24327. So that for that, if for nothing else, it would be desirable to leave that door open?—Certainly, it should remain open to those Indians sent to England to be educated for their examination.

24328. There is another objection. The Public Service Commission of 1886-87 held that the closing of the London door to Indians would be inconsistent with the Parliamentary Statute of 1833 and the Queen's Proclamation of 1858. Are you aware of that?—Yes, I know that that has been argued.

24329. Would it not be desirable, in view of all these things, to leave the London door open to Indians, and make such arrangements as may be deemed desirable in India on the assumption that the door would remain open: would not that be better?—If the arrangement made in India were liable to modification, as required, I think that would be better.

24330. I think you have stated that there was no need to offer greater facilities to the people of Assam to enter the Indian Civil Service than those which exist at present. Is that correct?—Yes.

24331. See what the position is. You have no listed posts in Assam?—I have said that I should be glad to see some listed posts in Assam.

24332. That means offering greater facilities?—I am sorry if I created a wrong impression. I should like to see one or two listed posts. I mean, that the system of listed posts plus open competition is sufficient.

24333. If a separate examination were instituted in India, the people of Assam would have the benefit of it in the same way as the people of any other Province?—Yes.

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24334. With regard to the backward state of education in Assam, there is a considerable Bengali population in Assam, is there not?—Do you mean indigenous?

24335. Indigenous and domiciled, together. What would be its strength, relatively to the Assamese population: would it be about equal?—If you take the Bengali-speaking people, I should think it would be about equal.

24336. Are the Bengalis in Assam educationally behind the Bengalis in Bengal, or would they be about the same?—It is a very difficult question to answer. I have no experience of Bihar whatever, and my experience of Bengal is a limited one.

24337. It strikes me that probably educationally they would be about the same. If they are about the same, the young men would have the same aspirations for Government service as the young men of Bengal; and therefore if education is backward among a certain class it would not be a justification for not offering greater facilities to all the people of Assam for getting into the Indian Civil Service. There would be a section who would be keen about getting into the service, is not that so?—Yes.

24338. And they would be discontented if facilities were not offered?—Yes.

24339. (Mr. Sly.) You have referred in one of your answers to the representation of classes and communities of the different races of Assam. Can you tell us to what races you refer?—I was thinking of the Assamese of the Assam Valley and of the Bengali—I suppose he is a Bengali—of Sylhet; of the inhabitants of Cachar, and of the different hill tribes. Only one of the Hill tribes enters into this calculation at present, the people of the Khasia Hills, but they have representatives in the Provincial Service.

24340. Are those all distinct races?—They are very distinct classes at present, whatever their origin was. Their language is different and their feelings are different.

24341. How many languages are spoken in Assam?—An extraordinary number.

24342. Commonly spoken by large communities?—Assamese and Bengali are the two languages most commonly spoken.

24343. Assamese and Bengali are the general languages throughout the Province?—In the Plains.

24344. And in the Hills?—In the Hills the languages vary from district to district, and frequently in different parts of the same district.

24345. How many of these particular races, as you call them, do you consider should have due representation in the service?—I should say the Assamese of the Assam Valley Districts, the inhabitants of Sylhet, the inhabitants of Cachar, and the Muhammadans.

24346. Is there a distinct difference between the inhabitants of Sylhet and the inhabitants of Cachar?—As you go further into the Cachar district there is.

24347. A distinction of language?—No, it is one of dialect and not really of language. Bengali is the language of both districts.

24348. How many superior posts have you got in Assam in your Commission?—I think they

are all put down in my answer to question (91).

24349. 21, is it not?—Yes, I think 21, unless the Under Secretaries are also counted.

24350. How many districts have you got in Assam?—Eleven, and the State of Manipur. With the Political Agent, that is twelve.

24351. Then how is the balance of your Deputy Commissioners made up?—There are two Secretaries; there is an Inspector General of Police, a Director General of Land Records, making sixteen; an Inspector General of Registration and a Settlement Officer. There is one more.

24352. I understand that you want to put the whole of the cadre on the time-scale except the two Commissioners?—Yes.

24353. The only stimulus for exceptionally good work outside the time-scale would be the two posts of Commissioners?—No. I would give an allowance beyond the time-scale to selected officers who were holding selected appointments.

24354. And that, you think, would be sufficient to overcome the objection to a time-scale, that it leads to general slackness of work?—I am not, personally, desperately enamoured with the time-scale; but it is the general feeling of the men in the service that conditions are so uneven that it would be better to have some reasonable prospects of fixed promotion and fixed emoluments.

24355. With regard to the Judicial officers employed in Assam, how many District and Sessions Judges have you got?—Three. One is an Additional Judge. There is one for the six districts of the Assam Valley. He sits in Gauhati. There is a District and Sessions Judge in Sylhet, and there is an Additional District and Sessions Judge. As a matter of fact, one of these posts was to have been listed, and I think it is shown as one of the Bengal listed posts.

24356. Are those posts retained on the Bengal cadre altogether?—Yes.

24357. And are promotions not made or affected by the Assam administration at all?—No. They lend us the officers from whatever grade they may happen to be in.

24358. And their posts are retained on the Bengal cadre?—We have no judicial posts. We shew them in the cadre list, but we shew them in italics without a serial number at all.

24359. And are the two Subordinate Judges similarly retained on the Bengal cadre?—Yes, and the Munsifs in Sylhet.

24360. With regard to the recruitment of your Provincial Civil Service, there are, I understand, two appointments made a year?—We can make two a year. It is a matter of examination each year, according to the state of the service, as to whether we need make the two appointments allowed annually.

24361. The first rule states that the two appointments can be made annually. Of these, I understand, one is recruited direct, and the second by promotion from the Subordinate Service?—Not absolutely. There may be two probationers. We can only promote from the Subordinate Service when we have an actual vacancy in the higher cadre. We can appoint a probationer

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although there is no vacancy; but we cannot take a man who is already a Sub-Deputy Collector and make him a probationer unless we have a substantive vacancy in the upper grade.

24362. You appoint, on the average, two probationers a year. Can you tell us what proportion of your Provincial Civil Service is recruited by direct appointment, and what proportion by promotion from the Subordinate Service?—The bulk of them now-a-days are appointed by direct appointment.

24363. And promotion from the Subordinate Service is exceptional?—It is very difficult to say. The Province, as it now stands, has not been in existence for a year yet, and we cannot apply what was done in the days of Eastern Bengal and Assam. Then a very large number of Sub-Deputy Collectors were promoted on account of Settlement work and otherwise. But we do hope, as far as possible, to promote a fair share of Deputy Sub-Collectors; and that is all I can say just now.

24364. Is the Provincial Civil Service and the Subordinate Civil Service both recruited from the same class in Assam?—Yes.

24365. Is there any difference in the merits of the candidates?—We try to take the best ones for the Provincial Service. It is occasionally unfair. A man who is good enough for the Provincial Civil Service has to be content with an appointment in the Subordinate Service.

24366. Is the Subordinate Service necessarily recruited from graduates?—Yes, under the existing rules. Occasionally a man who has done good work in another department is given an appointment.

24367. What is the strong objection to combining these two services into one?—I suppose the main objection is one of expense, otherwise there is no special objection.

24368. If you get an equally good officer, with the same qualifications, entering at the bottom of the Subordinate Civil Service, why should any question of expense come into the matter?—I do not suppose it should. We have no lack of applicants for appointments in the Subordinate Executive Service even under present conditions.

24369. (Mr. Fisher.) You suggest an examination in London at school-leaving age, between 17 and 19. Do you think that that would be at all hard upon Indian candidates?—I have often wondered. I think it is believed to be hard upon them, but I am not sure: I am not in a position to say.

24370. Supposing your scheme were adopted, and it were found to be hard upon Indian candidates, would that lead you to revise your opinion about the separate examination in India? Would you propose a scheme which would definitely restrict Indian opportunities at this juncture?—If it was found to press hardly upon them, there should be some other means by which they could get into the service.

24371. I gather that if a separate examination were established in India to remedy that difficulty, which I think might arise, you would prefer that that examination should be provincial?—Yes.

24372. And then you would have Indians selected, or chosen, as the result of that provincial

examination, joining with Englishmen chosen as the result of the examination in London, and trained in the Central College somewhere in England?—Yes.

24373. If that were the case, you would not, at the same time, cut off the English door from Indians who were anxious for an English education—I mean, always assuming that a certain proportion were fixed?—And assuming that the proportion might be altered, if necessary; then, I would not.

24374. When you have got your Indian and English candidates at your Central College, would they both undergo the same system of training: of course to some extent there would have to be differentiation?—Very probably there would have to be some differentiation.

24375. The Englishman would probably want to learn Indian languages, and the Indian candidate recruited in India would probably want to have some more western education, is not that so?—Yes, the Indian candidates might want that, or they might study their own classic languages.

24376. At any rate, there would be a certain dualism of educational effort running through your establishment, would there not?—I do not think it would be very serious.

24377. Have you considered what possible effect this early age would have upon the English recruitment for the Civil Service?—I have.

24378. You do not think that it would really injure the English recruit?—One can only judge by the men who come out. I do not think it would, personally.

24379. Of course you know that in the last ten years or so the Home Civil Service in England has been proving more and more attractive?—Yes.

24380. Do you not think it possible that if the examination for the Home Civil Service were held at 24, and the examination for the Indian Civil Service were held at 19, school-masters would reserve their better boys for the Home Civil Service examination?—I think it is possible.

24381. And schoolmasters would say that their second best should only go in for the Indian Civil Service?—But that was not the case under the old conditions.

24382. I do not think that the Home Civil Service was quite so attractive at that time?—Possibly not.

24383. It strikes me that that might be difficult. I rather gather from your answers that objection would be taken in Assam to the appointment of Indian Civil servants from any Province outside Assam. Is there a very strong provincial feeling?—I think there is. I do not think it is so strong as it was, but I think it still exists, markedly.

24384. I see you consider that the cadre in Assam is quite sufficient; on the other hand, I gather that you think that the decline of the standard of vernacular knowledge is due to the fact that District Officers are hard worked?—That was more with regard to Eastern Bengal than to Assam.

24385. I wish to ask you one question with regard to the Provincial Civil Service. I see you say in answer to question (12) that you think the

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leave reserve is adequate. Would it be adequate, do you think, if the Provincial Civil servants took all the leave to which they are entitled?—It is very difficult to say. We have not been working quite long enough. As far as one can judge, it would be adequate; but I cannot say definitely yet.

24386. (Mr. Macdonald.) Do you find that the existence of communities form a special reason why you should not appoint Indians to the Indian Civil Service?—Yes, unless you get a very exceptional Indian.

24387. But it makes it difficult for you to appoint Indians as Indians?—It does, undoubtedly.

24388. Why is that?—We have very troublesome cases between race and race, between the European and the Indian, and I think it is easier for the European officer to deal with these than it would be unless the Indian officer were an exceptional man.

24389. I believe once there was an enquiry held by the Government of Bengal into certain troubles which arose in Assam?—I am not sure what you are referring to.

24390. Was an officer sent up to make certain enquiries about troubles which had originated in certain planter communities?—I do not know.

24391. When a young Civilian comes out to Assam, how is he posted?—He is posted to the headquarters station of one district or another.

24392. Does he become a guest of the officer in whose charge he is placed?—That depends entirely upon circumstances. As a rule he does not, but sometimes he does.

24393. As a rule he does not?—No.

24394. He stays, then, at a Club, I suppose, if there is a Club about?—There are few residential Clubs in Assam. At most of our stations the Clubs are small ones. They get a bungalow for him somewhere. The Deputy Commissioner does sometimes put him up for a month or two. He takes him out on tour, and so on. The best possible arrangement is made for him. We are trying to build bungalows for young Civilians at all the stations where they are likely to be posted.

24395. So that in that way he comes directly under the personal influence of the superior officer?—Yes.

24396. There is some difficulty, is there not, at present, in getting these young Civilians placed out? Have you experienced that?—We always think very carefully to which District Officer we are going to send a youngster so that he will be looked after and given the best chance.

24397. With reference to the character of your men, you say that an occasional man is found who does not come up to the standard?—Yes.

24398. Do you agree that even if you had nomination you would still have the occasional man who did not come up to the standard?—I think we should, unless the nomination is much more severe than it can possibly be.

24399. So that even if you change your method of supplementing competitive examination by some scheme of selection or nomination, you would still be liable to have the occasional man?—Yes, I am afraid so.

1635 H. D. (P. S. C.)

24400. Have you considered the other proposal for clearing the service by giving the Government far more power to deal with inefficient officers?—Yes.

24401. You approve of that, I understand?—Yes, I approve of that.

24402. Have you considered how it would be best to pass a judgment upon these inefficient officers? An independent committee has been suggested to us of men who are not in the service. Would you agree to that?—No, not as the sole judges.

24403. How would you select your inefficient officer?—You would take him as a man who is believed to be inefficient, and deal with him. It is pretty well known if a man is an inefficient officer. His superiors know all about him. He is reported upon and he is warned. I do not think any man would be proceeded against as an inefficient officer without warning. He could not fail to know that he was on probation.

24404. Your view is that an inefficient officer would be so well known that there would be no injustice done if Government had the power to deal with him effectively?—Yes.

24405. In regard to the view you expressed in reply to a question put to you by Mr. Fisher, you think there might be a serious danger if the age of passing the competitive examination were reduced to 17 that good boys might be held over?—I do not think there is any very serious danger, but danger might exist: I really cannot say.

24406. Have you considered the other view, that if you have a simultaneous examination for the Home and the Indian Civil Service, your able man chooses the more attractive service, which, at the moment, is the Home Service; whereas, if you fixed the age at 17 you would get your able man taking his double chance of the examination at 17, and then letting the man who had failed at the examination at 17 wait for the examination at 21: have you considered that view?—I think that is also a possibility.

24407. That is another possibility to be weighed up against the other?—Yes.

24408. You have told us that the Provincial feeling in Assam is not quite so strong as it used to be?—I think not. It is strong, but I think it is gradually disappearing.

24409. Do you not think that, on general grounds, there would be many objections to putting the Indian Civil Service upon the provincial basis, as you suggest?—I admit there are objections—objections to either method.

24410. Would it not really divide the Indian Civil Service into two departments?—That, of course, is the danger of any system of that kind. It might tend to divide the Service into two compartments.

24411. Is your experience of Assam such as to make you decide finally that a common examination for the Indian Civil Service is objectionable because a Bengali or a Madrasi might be posted to Assam?—That is one objection, undoubtedly, in my experience.

24412. One sees, of course, the force of the objection; but if it is, as you say, that the provincial prejudice is weakening, is it not a good thing that it should be encouraged to go on

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weakening?—Yes; but I do not think it wants too violent encouragement.

24413. But if you begin encouraging this provincial spirit by holding examinations for the Indian Civil Service within the Province, does not that mean that you stereotype it for ever?—It would not necessarily mean that any system adopted now would last for ever, and that it would not be liable to modification afterwards as conditions changed.

24414. Do you think that they are likely to forego the privileges which they would undoubtedly get under your proposed system?—They would not do it willingly, but I think they gradually would.

24415. In connection with your answer to question (15), the proposed special College, supposing we were not able to go so far as you suggest in this answer, could you guide us in a general way with criticisms regarding the shortcomings of the present probationer: in other words, could you tell us what are the shortcomings which you have observed in the present probationer?—Do you mean the one year's probation which exists at present?

24416. Yes?—The men that come out have not got the training in law that the men had under the older conditions. They have not got the same grounding in the grammar of at least one Indian language before they come out. They do not, as a matter of fact, study Indian classics at all, or practically never. I myself belong to the older régime, and we had two years' training. I am not sure whether they get the same grounding in Indian History and Geography, and special Indian subjects, which they used to get under the two years' course. I think they learn less to fit them for their duties with one year's training than they learned when they got two years' training.

24417. Do you find that the men who are now coming out are really not prepared in a general way for the work which they have to do,—that they come out far too much as English University men, and not enough as trained administrators for Indian Districts?—No; I will not go so far as that.

24418. Have they any knowledge of Indian Economics before they come out?—No. An occasional man who has studied political economy and gone into the question does know something about it, but that is mainly due to a personal preference in the matter.

24419. Have they any knowledge of the kind of problem they have to face when they go out into the districts?—It is very difficult to say.

24420. Do you find them interested in their work before they begin their work?—Yes.

24421. Do you find that men when they come out are really interested in administration before they start?—It is very hard to generalise. I meet one or two a year, and I should say that most of them have taken an intelligent interest in things before they have come out.

24422. Would you suggest that part of the curriculum of this probationary period of training should be the Indian ethnology of the districts they are going to join?—I think it would be very useful indeed if there was time for that in the course of their training.

24423. Would there be time in a two years' course of training?—Time might be made.

24424. Do you think it is important to make it?—It is not easy to say without reviewing the whole curriculum; but any knowledge of that kind would undoubtedly be useful to an officer.

24425. Now with regard to the Provincial Service. Your appointments are all by nomination, I believe?—Yes.

24426. How is that nomination made?—There is a standard fixed. We only take graduates.

24427. These graduates have to be recommended, have they not?—They apply to their District Officer; and he out of the number of men in his district selects from the List one or two names and sends them to the Commissioner. Then the Commissioner collects all his Deputy Commissioners and the Commissioner and the District Officers sit together. The nominated candidates are in attendance and the Conference have each man brought up, and they talk to him, and they see his qualifications. They decide upon the two men out of the lot whom they consider the best qualified. These two names are submitted to Government, and, as a rule, Government appoints the first one. But it is open to the Chief Commissioner to ignore that nomination for special reasons, and appoint someone else instead.

24428. May he introduce a new name, or must he confine himself to the list which has passed through the District Officers?—No. One of the appointments is made in that way, and the other, the Chief Commissioner makes himself, on all the applications from the Province, those that have come through the District Officers, and those that have not come through them, and from these, considering all things, he makes the second appointment himself.

24429. (Sir Murray Hammick.) Have you had experience of any large Province, or has your whole service been in Assam?—I have spent three years in Eastern Bengal; I was Collector of Bakarganj, and I acted as Commissioner of Dacca for eighteen months.

24430. That was after the partition?—Yes.

24431. Otherwise, your whole service has been in Assam?—Otherwise the whole of my service has been in Assam.

24432. Do you not think that in a large Province the reputation which an officer gets in the Secretariat in the Government is likely to be a reputation which is sometimes not justified by his conduct in the Districts?—Of course, I can only speak from my own experience. In our Secretariat all the Secretaries have been District officers themselves and know a good deal about things down below. In my experience that danger has never arisen.

24433. I was referring to your answer to Mr. Macdonald in which you said you thought it quite safe to deal with an officer on the reputation which he had in the Secretariat with the Commissioner?—I did not say only in the Secretariat; I said his general reputation.

24434. But do you not think that in a large Province, such as Bengal, or Madras, very often what is known as a man's general reputation is a very mistaken one?—That might be; but would

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it be so far mistaken as to class him as an altogether inefficient officer if he did his work indifferently well?

24435. I am inclined to think that general reputation is very often very much mistaken. Have you had much to do with the Education Department?—No.

24436. You have never considered what impression is likely to be made on education in this country by the institution of a large examination for appointments in the service,—one central examination for the whole of India?—No, I have never considered it very carefully.

24437. You have not an opinion as to whether the effect of such an examination is likely to be deleterious, or the reverse, upon education?—I would rather not express an opinion upon it.

24438. Your Subordinate Service under the Provincial Service contains men drawing pay from what limit to what limit?—From Rs. 100 to Rs. 250 a month.

24439. Then your Provincial Service, I suppose, begins on Rs. 300?—On Rs. 250.

24440. The same pay as the highest grade of the Subordinate Service?—Yes.

24441. Your promotions in the Subordinate Service are made entirely from grade to grade, quite regardless of the geographical position of the officer?—Yes.

24442. Can you see any reason why the Subordinate Service should not be linked up with the Provincial Service?—No, I do not think there is any reason.

24443. Then the appointments below Rs. 100, I suppose, are purely ministerial and clerical?—Yes.

24444. (Mr. Arbuthnott.) You say that Sub-Deputies are taken from the same class as members of the Provincial Service, and that you would promote a fair share of Sub-Deputies. If appointments are made according to the vacancies which occur, are not men excluded from the Provincial Civil Service who are just as good as those who are fortunate enough to get in?—I believe they are.

24445. You have only two appointments a year?—Those are two probationary appointments. We cannot promote a Sub-Deputy Collector unless there is an actual vacancy in the superior cadre. When there is a vacancy, we can fill that either by confirming a deserving probationer or by promoting a deserving Sub-Deputy Collector.

24446. What pay do Sub-Deputies begin with on probation?—Rs. 50 a month.

24447. What travelling allowance do they get?—Either twelve annas or one rupee a day.

24448. Do you think it is possible for a man to live on that pay and do his work and get about?—No, I do not think it is sufficient.

24449. You think it is necessary that the prospects of the Subordinate Service should be improved?—Yes.

24450. You have spoken of the necessity of representing different races and communities, the Assamese, and the natives of Sylhet and Cachar, and Muhammadans?—Yes.

24451. Is it not necessary to provide for the representation of other races, such as Khasias and Manipuris?—Yes, undoubtedly. I think I have mentioned the hill districts people.

24452. And it is therefore necessary to go in for a system of nomination. If you had competition by examination these people would be probably unrepresented?—To begin with, certainly.

24453. (Mr. Ahmed.) Referring to question (15) you say that it is impossible to say whether the annual rate of recruitment works well and secures an even flow of promotion. Has there been any promotion since the formation of the Province?—Yes.

24454. Has there been any promotion in the higher grades?—Not in the higher grades.

24455. In how many years will there be any promotion?—The promotion is very bad. There is only one officer in the first grade, and he is a comparatively junior officer. I do not know when anyone is likely to be promoted to the first grade.

24456. Do you think there will be any promotion in ten years to the first grade?—I do not think so.

24457. In how many years do you think there will be any promotion to the second grade?—That depends. We are now discussing the matter with the Government of Bengal, and if we are successful there should be promotion to the second grade, I will not say in how many years, but quite in the normal course of events.

24458. Is not the officer filling the post in the second grade a Bengal officer?—We are discussing the matter with the Government of Bengal.

24459. Is not that the case as regards one officer of the third grade also?—Yes, it is.

24460. In case these officers are not taken back by Bengal, what would be the rate of promotion in the higher grade?—Very bad.

24461. With regard to the recruitment of appointments, you said there are two appointments, one in the hands of the Chief Commissioner and the other in the hands of the Deputy Commissioners. Is there any educational qualification laid down for the appointment kept in the hands of the Chief Commissioner?—This is not definitely laid down, but in practice an unqualified man is never appointed.

24462. (Mr. Chaudh.) I want to understand something about the situation of the Judicial Department. Do you count these three Subordinate Judges and nine Munsifs in the Provincial Service?—Not in our Provincial Service. They are on the Bengal cadre. They do not belong to us at all. They are only serving in Assam.

24463. They do not come within the Provincial Service of Assam?—No, they do not.

24464. And the two Judges?—They do not come within the Assam cadre either. They are Bengal officers.

24465. The jurisdictions are the same as in Bengal, the peculiar jurisdiction of the Munsifs?—They are practically the same.

24466. The two Judges are District and Sessions Judges?—Yes.

24467. And they are only District and Sessions Judges for Assam?—Their jurisdiction is entirely in Assam. They belong to Bengal and they are lent to us.

24468. Are they the only two District and Sessions Judges, or are there any others from the Extra-Assistant Commissioners?—No.

24469. So that on the whole there are only two District and Sessions Judges?—Three. There is

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an Additional Judge in Sylhet. It is too heavy a charge for one.

24470. There is an Additional District and Sessions Judge in Sylhet?—Yes.

24471. I see it gives only two?—You will find the other one in the Civil List. He is a member of the Bengal Provincial Service, who was sitting

here with the Commissioners, Mr. Saroda Prosad Sen.

24472. All the promotions in the seventh grade, the Extra-Assistant Commissioners, are they taken from the Subordinate Executive Service?—Only a few of them. The majority were appointed direct.

(The witness withdrew.)

KAMINI KUMAR CHANDA, Esq., Member, Legislative Council, Assam.

Written answers relating to the Indian Civil Service.

24473 (1). What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—Recruitment by open competitive examination of English candidates for the Executive Service is satisfactory. In fact it is difficult to devise anything better for this purpose. Its drawbacks are described in the answer to the next question.

24474 (2). In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—Its defects are—(i) It practically bars the admission of Indians except of a very small percentage. (ii) It is not suitable for recruitment for the Judicial Service.

24475 (3). Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—No.

24476 (5). If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose?—It can hardly be in the nature of things that the existing arrangement for recruiting the Indian Civil Service by holding an examination in England was meant to be, or can possibly be, permanent. It was found necessary in the then condition of the country to introduce it, but the system should not be continued longer than is necessary to qualify Indians for conducting the administration according to English ideas. It would be economically unsound and politically dangerous to perpetuate it or indefinitely prolong its existence. India is a very poor country and cannot afford to pay the extravagantly high salaries and pensions attached to the Civil Service. To practically bar the admission of Indians is undoubtedly inconsistent with the spirit and essence of the Charter Act and the Proclamation of Her Gracious Majesty Queen Victoria. The Statute of 1833 and the Proclamation are no doubt at present known only to the educated people; but the knowledge is gradually filtering down and the publication of the proceedings of this Commission itself will make the same very widely known and the result will be very unfortunate if the pledges contained therein are not adequately redeemed. And even apart from the statute and the proclamation people consider it their natural right to be permitted to serve their country. And, above all, good government

requires that the service should now mainly be composed of Indians who are of the people and therefore know the people, and must have sympathy with their wants and aspirations, and are better able to deal with them than Englishmen who cannot have first-hand knowledge about the people under their charge. It is hardly necessary to discuss the past condition of the country: but at present the Indian official is in a far better position than the Englishman in this respect. It is no disparagement to the latter to say so. He does not know the language of the country, and the manners and customs of the people as well as the Indian, can hardly have as much sympathy with their aspirations and it may be their prejudices, and can hardly at present find time to mix with the people. There are his station Club and English society, large or small, in every town: in the interior there is the European non-official, the tea-planter, jute merchant, steamer or railway official, and he can naturally spare little time, and generally has little inclination either, to mix with the people. It is an undoubted circumstance that the people too hardly dare or feel encouraged to approach him or freely talk to him, and the best of Indians do not always receive courtesy from him when going to see him. In his cold weather tour the English official generally pitches his tent where there are Europeans if he is not their guest: where there are inspection bungalows, they are generally built far away from Indian homes: he is thus hardly more accessible when touring than at head-quarters. The people have to seek the assistance of the touring legal practitioner or the professional petition-writer who is now an adjunct of the Magistrate's Camp, and to put in black and white their grievances and submit the same through the mukhtar or the Bench-clerk or tour clerk. The English official, whether at head-quarters or in camp, has thus to rely on the reports, not invariably accurate, that are submitted to him in usual course, to learn about his district. It is known, at any rate firmly believed by the people, that half the unrest that followed in the wake of the Partition of Bengal was due to want of first-hand knowledge on the part of the English officer, and to his dependence on the reports, often of interested parties who succeeded in gaining his ear, as to what was really going on in his district. With the educated Indian official it is quite different. He knows himself what the people in his charge are saying or doing, what are their special wants and difficulties, who are the mischief-makers and how the mischief they do can

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most effectively be undone. He would not be inaccessible to the people and knows that a kindly word spoken to the right man at the proper moment should go a long way in removing a local root cause of discontent and unrest; he would be much less likely to be duped by the lying reports of interested parties. This was well illustrated during the recent unrest. There was no disturbance in the districts which were in charge of Indian Magistrates whereas the districts which suffered worst from disturbances were all under Englishmen. It is no mere coincidence that the Indian official was in charge of districts which were free from disturbances. Noakhali, for instance, differed in no respect from the neighbouring district of Tipperah except in size and yet it had a most creditable record under Mr. J. N. Gupta in contrast to what happened in Comilla. If an enquiry was made into the matter, the achievement of the Indian official during the period of unrest would stand out in bold relief. It is said that the Englishman possesses pluck, dash, force of character and similar things which the Indian lacks in. I maintain that even assuming this to be true, and that you may get some exceptionally clever and brilliant Englishmen by recruiting the service in England, it is really no gain in view of the financial and other considerations and that among other things it would mean the deprivation of the majority of districts of the infinitely better and more sympathetic rule of Indians: and what occasions are there now, for display of such extraordinary qualities which the educated Indian would not possess? All that is ordinarily required in the administration of a district is first-hand knowledge, industry and sympathy and does not the Indian official possess this? In the next place I do not admit that pluck and dash, force of character and such other things are now a monopoly of the Englishman which the Indian cannot by education and example acquire. Is it unknown that the Englishman has not invariably displayed these qualities in emergencies or can it be said that the Indian has always failed? I can name at least three instances from my district of failure of the English official in emergencies. I can repeat the language of the head of the Administration himself in reference to one of these cases when I had the honour of a private interview shortly afterwards. I should mention that it was not a District Officer but another European official concerned. What opportunities have been given to the Indian official to show what he is capable of? I find it stated, for instance, that the Indian official is not fit for settlement work. I do not know about other Provinces, but in Assam, where settlement work is incomparably harder and more difficult than in Bengal, for instance, the Settlement officer for over 15 years was a Bengali, Extra-Assistant Commissioner Rai Sarat Chandra Banerjee Bahadur, who twice acted as the Director of Land Records and Agriculture. It is on public record what estimate was formed of his work by successive Chief Commissioners, including Sir Charles Elliott. It is extremely unjust to say that the Indian official is unfit without giving him an opportunity. Then it is suggested that a reduction of the number of

Englishmen in the service would mean that the "British tone" of the administration would disappear. If by "British tone" is meant punctuality and quick despatch of business, absolute fairness and impartiality and similar things, we must have the "British tone" by all means in the administration. But I do not think we cannot have it unless there are a large number of Englishmen in the service. The lessons which India has largely learned from England will not be forgotten, and it is my firm belief that the educated Indian will cultivate these qualities for all time to come. My suggestion would then be that all reform must aim at the gradual abolition of the Indian Civil Service as at present recruited and the substitution thereof of a system of recruitment of the service in India—one service without the distinction Imperial and Provincial by open competition, it being free to all natural-born subjects of His Majesty and that the salaries and pensions must be cut down. But this cannot be done all on a sudden but by degrees. I would suggest as a first step that (i) the monopoly of the Indian Civil Service to all the higher posts should be curtailed; (ii) the number of listed posts should be increased and the Statutory Civil Service revived temporarily; (iii) military officers be employed to posts in the Civil Service; and (iv) there should be simultaneous examinations in England and India. As regards the Judicial Branch of the Indian Civil Service, it is obvious that without legal training civilians are bound to make indifferent Judges, which is the experience of all concerned. My scheme of recruitment for the Judicial Service is mentioned later. If members of the Civil Service are to continue to become Judges, they must have an initial training in law and join the Judicial Branch much earlier than they do at present. Subordinate Judges who are promoted to be District Judges should also be promoted much earlier than now.

24477 (6). In particular, what would be your opinion regarding a system of simultaneous examinations in India and in England open in both cases to all natural-born subjects of His Majesty?—I advocate a system of simultaneous examinations in India and England, both open to all natural-born subjects of His Majesty and identical in nature.

24478 (7). What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service cadre by Natives of India, recruited by means of a separate examination in India, or by means of separate examinations in each province or group of provinces in India? If you favour such a scheme, what proportion do you recommend?—I am against the scheme.

24479 (9). If you are in favour of a system for the part recruitment of the Indian Civil Service by Natives of India in India, do you consider that "Natives of India" should still be eligible for appointment in England?—I am not in favour of the system suggested.

24480 (11). Do you recommend any separate method of recruitment for the judicial branch of the Indian Civil Service? If so, please describe the system which you would propose?—There should be a separate recruitment of the

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judicial branch of the Indian Civil Service; or rather, there should be a separate judicial service recruited from among practising lawyers, barristers, advocates and vakils. A number of District Judgeships should be filled up from among the Subordinate Judges, but the promotions must be given early in the official career of the Subordinate Judge, not at the fag-end of his service as at present.

24481 (12). Are you satisfied with the present statutory definition of the term "Natives of India" in section 6 of the Government of India Act, 1870 (33 Vict. c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, state fully any proposals that you wish to make in regard to this matter?—Persons of unmixed European descent should not be included in the term "Natives of India."

24482 (13). If the system of recruitment by open competitive examination in England is retained, state the age limits that you recommend for candidates at such examination, giving your reasons?—The age limit should be slightly lowered and I recommend 21 and 22 so that the unsuccessful candidates may not feel difficulty in selecting some other line, if not finally appointed.

24483 (14). What in your opinion is the most suitable age at which junior civilians recruited in England should commence their official duties in India?—About the 24th year after undergoing a probationary period of two years.

24484 (15). What age limits for the open competitive examination in England would best suit candidates who are Natives of India, and for what reasons? Do you recommend any differentiation between the age limits for Natives of India, and for other natural-born subjects of His Majesty?—I would not make any differentiation in the age limits for Natives of India and other candidates. I have suggested 21 and 22 years.

24485 (16). What alterations, if any, do you recommend in the authorised syllabus of subjects and marks prescribed for the open competitive examination?—Eastern classics, Sanskrit and Arabic, should have the same number of marks as Latin and Greek. I would include Pali and also Persian and place them in the same position as French and Italian. No knowledge of Greek and Latin should be insisted on in the papers on Greek or Roman History. Indian History should be included in the syllabus.

24486 (17). Is any differentiation in the subjects for the open competitive examination in England desirable between candidates who are Natives of India and other candidates? If so, state them and give reasons?—No.

24487 (18). Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and if so, what posts and for what reasons?—No.

24488 (19). Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service Cadre; do you consider that Natives of India might under present conditions properly be admitted?—No. It would be wrong in principle and repugnant to the spirit of the Charter and the Queen's Proclamation to reserve any appointments on the basis of race. I would also add that the necessity of this will not arise either, as even with the introduction of simultaneous examinations the number of Indians admitted to the service will be very small for a long time, and by the time the Indians outnumber the Europeans in the service there will be such solidarity between the two communities that all prejudice now felt against, or objection made to, the admission of Indians will disappear. At present it would rather seem to be necessary and expedient to prescribe a *maximum* for the Europeans in the Civil Service.

24489 (20). Do you accept as generally satisfactory in principle the present system under which Natives of India are recruited for posts in the Indian Civil Service cadre partly through the medium of an open competitive examination in England, and partly by special arrangement in India?—Yes; it is satisfactory so far as it goes.

24490 (21). Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived, and if so, what method of recruitment would you recommend?—I would provisionally recommend its revival—to be recruited as before by open competition.

24491 (22). If the system of recruiting military officers in India for posts in the Indian Civil Service cadre has been stopped or has never existed in your Province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent, in your opinion, should it be adopted?—I would recommend the employment of military officers for posts in the Indian Civil Service. Military officers employed as District officers and as District Judges in Assam have on the whole been more popular than members of the Civil Service, and I have never heard anyone who had experience of such officers suggest that they are less efficient than members of the Civil Service. My own experience is that some of the best officers I have come across are military officers appointed to the Civil Service. Sylhet, which is essentially a Bengal district included in Assam for fiscal purposes, is the only District in Assam which has had no experience of military officers in Civil employ.

24492 (23). Do you consider that such a system should be restricted to the recruitment of military officers, or extended to the recruitment of selected officers from other Indian Services?—I have no experience of officers from other services and would not hazard an opinion as to propriety of their employment to posts in the Civil Service.

24493 (24). What is your opinion of the system by which certain posts, ordinarily held

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by members of the Indian Civil Service, are declared to be posts (ordinarily termed listed posts) to which members of the Provincial Civil Service can properly be appointed?—I am in favour of the system and would recommend an increase of such posts.

24494 (25). Are you satisfied with the present rule which prescribes that Natives of India, other than members of the Provincial Civil Service or Statutory Civilians, may be appointed to one quarter of the listed posts?—I am not.

24495 (26). Are you satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service?—Yes, it improves the position of the Provincial Civil Service.

24496 (27). Is the class of posts listed suitable? If not, in what directions would you suggest any changes, and why?—The posts at present open to the Provincial Service are District Magistrates and Judgeships. Other posts may profitably be added.

24497 (29). Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the service?—Yes.

24498 (30). If so, how long, in your opinion, should this period be, and what course of study should be prescribed for the probationers?—2 years. Indian History and Indian languages, modern and ancient, at least should be studied.

24499 (31). Do you consider that any differentiation is necessary between the course of study for probationers who are Natives of India and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend.—No.

24500 (32). Do you consider that the probationers' course of instruction could best be spent in England or in India? Is your answer equally applicable to the case of Natives of India and of other natural-born subjects of His Majesty?—England.

24501 (36). Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—Yes; due to several causes—(i) all business is now done in English; most of those who meet the officials know, and speak in, English; (ii) the officials as a rule do not mix with the people as freely as they used to do formerly. Their leisure hours are now spent as a rule in the society of Europeans and at the Clubs and they hardly find time to allow the people to approach them and talk to them: and their work has also increased.

24502 (37). Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers and to officers selected for the Judicial Branch?—Members of the Indian Civil Service

wishing to join the Judicial Branch should make their election early and thenceforth be employed in judicial work only.

24503 (38). Do you recommend any special course of study in law in India for officers selected for the Judicial Branch?—They must of course study the law, but it is not so much study of the law as practical acquaintance with judicial work that is requisite.

24504 (39). Do you recommend any special training in subordinate judicial posts in India for officers selected for the Judicial Branch? If so, please give details?—They should be given training in the actual trial of cases in some courts and thereafter be required to try civil cases of a simple character as the Munsifs.

24505 (40). Is any differentiation desirable in a system of training after appointment in India between members of the Indian Civil Service who are Natives of India and other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—No. I would suggest, however, that the Indian candidates should, if possible, be enabled and required to join some Volunteer Corps to learn discipline.

24506 (41). If you have recommended the introduction of any scheme of direct recruitment in India for Natives of India, whether in lieu of, or supplementary to, the system of recruitment in England, please state what system of probation and training you recommend for officers so recruited?—The same system of probation as in the case of the Provincial Service. I would recommend in the case also facilities to be given to the members to join some Volunteer Corps.

24507 (42). Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are Natives of India as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent? If so, please state your proposals?—No.

24508 (45). Do you consider that the exchange compensation allowance introduced in 1893, eligibility for which depends on nationality or domicile, should be abolished, and if so, under what conditions? Should such abolition apply to officers already employed or be restricted to future entrants?—It should be abolished unconditionally for future members of the service: in the case of the present members, the conditions under which it was granted will have to be taken into consideration in abolishing it.

24509 (47). Turning now to the case of the Statutory Civilians and officers of the Provincial Civil Services holding listed posts, do you approve of the arrangement by which they draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various grades of the Service?—On principle the same pay should be drawn in either case, as otherwise it would lower the prestige of the officer. But in view of my recommendation for reduction of salaries I would be willing to allow two-thirds of the salary now drawn by the members of the Indian Civil Service, but I will make that the salary of the post and

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give an extra allowance equivalent to one-third of the salary now drawn by the members of the Civil Service—as compensation for loss of pay—to such member when he holds the appointment.

Written answers relating to the Provincial Civil Service.

24510 (51). Please refer to Government of India Resolution no. 1046—1058, dated the 19th August 1900, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—Recruitment should be by open competition.

24511 (52). In particular, are the rules for the recruitment of the Provincial Civil Service in force in your Province suitable, or have you any recommendations to make for their alteration?—*Vide* last answer. My Province, Assam, which has just been reformed as a separate Province, has adopted the Bengal system. I would recommend that the old system of open competition which obtained in Bengal before the time of Sir Andrew Fraser be reverted to. Competitive examination has no doubt drawbacks, but in practice it works much better than anything else that has up to now been devised. The present system of nomination is not, and cannot be, satisfactory. In it the personal equation is everything. It is unfair to the candidate also, if otherwise meritorious, as in public estimation the very fact of his having got in by nomination marks him out as of an inferior brand. To refuse admission to a candidate though otherwise highly qualified simply because he cannot produce a certificate of “respectability” is wrong in principle and it is repugnant to the lessons which England has taught us that no man is born to his position in life. I am not sure if I am clear about the import of the term respectability, and I have not heard of anyone failing to get a certificate of respectability. In one case while I was hesitating as to whether I could grant to a particular candidate a certificate of “respectability” his friends were able to get one from an English official.

24512 (53). Do you consider that recruitment for a Provincial Civil Service should ordinarily be restricted to residents of the Province to which it belongs?—I would not absolutely restrict the recruitment to the residents of the Province. Efficiency and that alone should be the test. Other things being equal residents of the Province should have preference.

24513 (54). Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—The question of class and communal representation in making the higher appointments should not at all be considered. The one consideration that should be kept in view is fitness. If a community is backward I would make liberal grants to advance high education among its members—to make them fit for appointments to the higher posts. Other things being

equal, I would prefer the candidate who belongs to a community not adequately represented in the Services. I do not think that there is any genuine and spontaneous demand for class and communal representation in the Services. It is, really speaking, artificial, created by incidents connected with the partition of Bengal. Once it is admitted, there is no knowing where the line should be drawn, and there are so many classes and communities in this country.

24514 (56). Do you consider that the numbers of officers authorised for the various grades of your Provincial Civil Service are satisfactory? If not, please state your views?—My answer to this in relation to my Province, Assam, is contained in answer to question 60.

24515 (57). To what extent are the functions of the officers of the executive and judicial branches of your Provincial Civil Service differentiated? Is any change desirable, and if so, in what direction?—In my Province (Assam) two systems prevail. In Sylhet the Bengal system is in force, namely the Magistrates, including the District Magistrate styled the Deputy Commissioner, Joint and Assistant Magistrates styled the Assistant Commissioners, and Deputy Magistrates called Extra Assistant Commissioners, and sometimes the Sub-Deputy Collectors, who are all revenue and executive officers, try criminal cases. In the rest of Assam all these officers, including the Deputy Commissioner at the top and the Sub-Deputy Collector at the bottom, in addition try civil cases too. There ought to be a complete separation of judicial and executive functions in the administration of criminal justice. This demand for separation of these functions in the interest of good government is imperative, and even if it entails any heavy outlay there should not be any hesitation or delay in carrying out the reform. Nothing is more likely to strengthen the foundations of British administration in this country than this. One case of injustice, or what comes to the same thing, one case where the people feel that justice has not been done, is “more disastrous to British rule than a great reverse sustained on an Asiatic battlefield,” to quote Lord Lytton’s words. The proposals tentatively made in 1908 by the Government of India do not go far enough: the separation to be effective must be complete. I would suggest that all officers who are to try criminal cases (as well as civil cases) should be recruited from the legal profession (both English and Indian Bars) and form one service and be absolutely independent of the District officer and placed under the High Court, as the Munsifs and Subordinate Judges at present are. They may be employed to try both civil and criminal cases and will be eligible for appointment as District Judges, and selected officers may also look forward to elevation to the High Court Bench. The District officer, on the other hand, with a suitable staff should be the Revenue and Executive officer, have charge of the police, jails, dispensaries, be concerned with village sanitation, primary education and lots of other work for which he at present finds no time.

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24516 (58). Are you satisfied with the present designation “the Provincial Civil Service?” If not, what would you suggest?—No. In my view there should be one service, the distinction Provincial and Imperial being abolished. At present Uncovenanted Service would be a better term.

24517 (59). Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—I accept the principle.

24518 (60). Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—In my province (Assam) two systems prevail. Sylhet, as already stated, a Bengal district included in Assam for fiscal purposes, follows the Bengal system and is the only district in Assam where we have Munsifs and Subordinate Judges as in Bengal. In the rest of Assam Revenue and Executive officers, styled Extra Assistant Commissioners, of the rank of Deputy Magistrates do the work of Magistrates as well as of Munsifs. In some places Sub-Deputy Collectors also do the

same. Taking the case of Sylhet, the Munsif (and Subordinate Judges too) are as hard-worked as in Bengal and get the same sort of treatment, namely, less pay and more work than the Extra Assistant Commissioners. If the present system of the same officer being at once employed on revenue and executive work and in trying both civil and criminal cases is to be continued in Assam, the officers should be recruited from the legal profession. It is neither fair to them nor to the litigants that officers without any legal training, in most cases without even the law degree, should be called upon to try intricate civil suits. More than one District Judge has called attention to this anomaly and to the injustice to the litigants involved in this. Speaking of the Bengal system I would recommend that (i) the three years’ practice in the legal profession now a condition precedent to enrolment for a Munsifship should be abolished; (ii) the initial pay should be raised to Rs. 250; (iii) there should be an increase of posts in the higher grades; (iv) there should be an increase of posts of Munsifs and Subordinate Judges; (v) that capable Subordinate Judges should be promoted to be District Judges sufficiently early, and not, as at present, on the eve of their retirement or when they are on extension, when all energy and capacity are nearly gone; (vi) I would also suggest the abolition of the term “Munsif” and substitution therefor of “Assistant Judge.”

MR. KAMINI KUMAR CHANDA called and examined.

24519. (*Chairman.*) You are a Member of the Legislative Council of Assam?—Yes.

24520. To what caste do you belong?—Kayastha.

24521. You are anxious to see greater facilities afforded to Indians entering the Civil Service?—Yes.

24522. In answer to question (5) I notice that at some length you deal with the opinion you hold as to the comparative merits of Europeans and Indians?—Yes.

24523. And in the course of your remarks in answer to that question you make certain specific statements. I allude especially to the one where you say, “There was no disturbance in the districts which were in charge of Indian Magistrates, whereas the districts which suffered worst from disturbances were all under Englishmen;” and further down in your answer you say; “I can name at least three instances from my district of failure of the English official in emergencies.” The Commission have decided in matters which deal with the comparative merits of the races that it will be in the public interest that such cross-examination as such statements necessitate should be held in private. I will not, therefore, ask you any questions upon this matter, nor will my colleagues; but we will ask you to come at a quarter past ten to-morrow morning, when we will examine you in private upon it. Omitting the personal aspects of that question, I should like to put a broad general question to you. I gather that the tenor of your argument points to your general approval of the British tone which has been established in Indian Administration?—Yes.

24524. And you admit that this tone could only have been introduced by the presence of British administrators?—Yes.

24525. You suggest, towards the end of your answer to question (5), that a process should now be begun for the gradual extinction of the Indian Civil Service as it is now?—Yes.

24526. I take it you mean by that the gradual withdrawal of British officers from the Service?—Not necessarily. They might be recruited here in India.

24527. What do you mean?—I think there should be an open examination held in India, and they might compete at this examination. There will be British candidates competing at the examination in India.

24528. Am I interpreting your remarks correctly when I say that you suggest that there should be a substitution of Indians for British in the Service?—Gradually.

24529. How do you propose to retain a British tone in the administration if at the same time you are making a definite proposition for the gradual extinction of British administration?—Because Indians are becoming more and more English in opinions and in their tastes, and intellect too.

24530. You think that the British tone will be sufficiently retained, although the British administration has been withdrawn?—Yes, that is my opinion.

24531. You are in favour of the establishment of simultaneous examinations in both countries?—Yes.

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24532. And I notice that you are also in favour of the employment of military officers?—Yes.

24533. Do you mean by that British military officers?—Of course, British military officers. We have no Indian military officers.

24534. I ask you that in order to carry out logically the inference of your other remarks. Can you tell us the reason why you strongly advocate the continuance of military officers?—Because by experience you will find that they are more popular than the members of the Civil Service in Assam.

24535. Do you think it is due to the particular conditions of Assam?—No; we find by experience that military officers have proved themselves to be more popular than members of the Civil Service.

24536. You have not, I think, recruited any military officers in Assam since 1896, have you?—That is so.

24537. Do you find that the military officers in Assam have a sufficient knowledge of law?—That is so. We had District Judges who were military officers in Cachar some years back, and they are as satisfactory as Civilian Judges.

24538. You are anxious to see recruitment to the Judicial Branch from among barristers and vakils?—Yes.

24539. How many years' practice do you suggest they should have?—That is a matter of detail. I think in the case of barristers it might be three or five years, and in the case of vakils, seven to ten years.

24540. Do you think you could ensure getting competent men for the Judicial Branch of the Service under this proposal?—Yes, certainly.

24541. What proportion of your recruitment would you suggest should be taken from this source?—I would propose that the whole of the Judicial Service should be recruited from the practising lawyers—the whole of it, from the Munsif up to the District Judge.

24542. You would like to see the Indian Civil servant join the Judicial Branch very soon after his examination?—Yes.

24543. How soon?—Two or three years.

24544. Do you consider that the executive work which he carries out in these early years helps him in his subsequent judicial work?—No knowledge is useless; but it is a question of proportion. I think the less executive work he does the better for him as a Judge afterwards.

24545. You do not think that executive work is a good training for judicial work?—No, I do not think so.

24546. We have had a good deal of evidence in the opposite direction with regard to that?—What I have said I have given you as my opinion.

24547. I notice that in answer to question (40) you suggest that Indian candidates should join a Volunteer Corps in order to learn discipline. Have you got a Volunteer Corps here?—No, we have not.

24548. What have you in your mind in making that suggestion?—Better discipline—military discipline and control. That is what I mean.

24549. Do you mean a Volunteer Corps that would be able to go into camp for training during

24550. Would you like to see officers in listed posts paid on the same basis as the officers in the Indian Civil Service?—Yes, except that the members of the Indian Civil Service might get a sort of allowance.

24551. You would like to see the listed posts increased, would you not?—Yes.

24552. Would you like to see them increased if simultaneous examination were established?—Yes, as I do not think we shall get any large number of passes in the simultaneous examinations for some time to come.

24553. How many more posts would you like to have listed?—I cannot give you any details. I have not worked it out. It is a matter of detail.

24554. When you say you would like officers in listed posts to be paid on similar lines to the Indian Civil Service officers, do you mean by that that the listed posts should be abolished and incorporated in the Indian Civil Service, and have the same status and the same position?—So long as you get the thing that is wanted, I do not think it matters much by what name you call it. You may call it a district post, if you like. If you appoint members of the Provincial Service to those posts, that is all that is wanted.

24555. As long as you appoint officers to the posts, and give them the same pay, you do not care whether they belong to the Indian Civil Service, or whether they maintain their present position?—Yes, that is so.

24556. You do not see any administrative advantage in securing, if possible, the due representation of the communities in Assam?—No, I do not think so.

24557. You do not consider that from an administrative point of view it is important that in certain districts in Assam due consideration should be given to the representation of communities?—No, I do not think so.

24558. Would you like to see the Subordinate Service amalgamated with the Provincial Service?—Yes—one Service.

24559. What is your reason for that?—I do not think there is any necessity for having two services. We have the same class of men for both these Services; and it is only a matter of chance whether a man gets into one Service or the other. Therefore there is no necessity to maintain this partition.

24560. It would involve a considerable increase of expenditure, would it not?—Yes, it might do so.

24561. You would not mind that?—No, I do not think so.

24562. But you are in favour of a substantial decrease of the salaries in the Indian Civil Service?—Yes, that is so, because that is more highly paid.

24563. Do you think that the double proposal would make for the efficient administration of the country?—That is my opinion.

24564. (Sir Murray Hammick.) Where do you live: where is your home?—In the Sylhet District.

24565. Do you spend a good deal of time out

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24566. Do you spend a good deal of time in Calcutta?—Yes, in Calcutta, Eastern Bengal, Chittagong, and Kumilla.

24567. At the beginning of your answer to question (5), why do you say "It can hardly be in the nature of things that the existing arrangement for recruiting the Indian Service by holding an examination in England was meant to be, or can possibly be, permanent?—That is my view."

24568. Why do you think it was not meant to be permanent?—I think the British Administration and the statesmen who devised this scheme meant it to be only temporary so long as Indians are not qualified.

24569. Have you got any authority for thinking so, excepting your own view?—That is my view.

24570. You have no authority for making that statement?—Except what I read in various works.

24571. Can you point to any statement or anything which would make you think that?—I think I read it somewhere in Macaulay that Indians are educated sufficiently to be able to administer their own country. That is my impression.

24572. I suppose from your statements in answer to these questions that you would not view with any alarm or apprehension any scheme for recruitment which would in a very few years render the Civil Service in India so much less popular among candidates in England as to practically bring about a cessation of all candidates for the examination in England?—No.

24573. I understand that you consider that the lesson which India has learnt from England will not be forgotten, and that it is quite unnecessary now to recruit any further English from England?—That is so.

24574. If that is the case I should like to know why in your answer to question (32) you say that it is necessary for Natives of India who pass the simultaneous examination to go to England?—To better fit them. I would propose that they should not only go to England, but should go to the continent, and visit France and Germany and all those places so as to better fit them for the service. I propose to send them to the continent too.

24575. I understand you are not quite satisfied with the Indian candidate at present so far as those western characteristics are concerned which are supposed to be obtained from Europe: you are not quite satisfied with them at present?—I think the Indian candidate should visit these foreign countries and study their systems of administration. He will then be better fitted for the service here.

24576. You do not think that he is quite well enough fitted now, otherwise you would not make it an absolute rule that he should go to England?—You may put it in that way, but I think he has enough of these qualifications now, but he would be a better servant if he studies foreign systems too.

24577. You mean that he would improve himself, at all events, by going to Europe?—Yes.

24578. You think that it would be quite unnecessary for him to go to England, and that it would be sufficient if he went to France and

Germany?—He would go to England, and also to the continent, as Japan sends out its officers to study foreign systems.

24579. I understood you to say in reply to the Chairman that you thought the Military Officers in the Assam Commission were, as a rule, more efficient than the Indian Civil Service men?—They have been more popular.

24580. I think I understood you to say that some of them make particularly good judges?—Yes, they have done so.

24581. Where do you suppose a Military man learnt his law in order to become a good Judge in Assam?—After having been appointed to the Civil Service he would study law, and, I suppose, by experience become a good Judge.

24582. You think that by experience they become good Judges?—Yes.

24583. You are anxious to have the whole recruitment of the Judicial Service in Assam from the legal profession?—Not only Assam, but the whole of India.

24584. You do not think it is necessary that any of these men should have opportunities of getting that experience which the Civilian officers who make good Judges have got from having served as Executive officers?—I do not suggest that military officers make good Judges, because they are Executive officers. They study the law, and get experience as Judges.

24585. Then you think they are capable Judges in spite of having been Executive officers?—That is so.

24586. Then you do not agree with many very eminent people, such as FitzJames Stephen, who said that training in executive work is very necessary for Judges in India?—It will be useful in a way, but there are drawbacks too. I think it is better, on the whole, that he should not have very much experience of executive work.

24587. In answer to question (58) you say that there should be one Service, and that there should be no distinction between the Provincial Service and the Imperial Service?—Yes, later.

24588. Do you wish to apply that remark to the whole of India?—I am speaking of my Province, Bengal.

24589. Just now you were generalising about the legal profession, the Bar, being a source of recruitment for the Judicial Service: you would not generalise on this point?—No.

24590. You are only speaking of your own Province?—Yes.

24591. I understood you to say, in reply to the Chairman, that you thought the Subordinate Service might be linked up with the Provincial Service?—Yes.

24592. So that you would have one Service beginning from an appointment at Rs. 100, up to the Commissioner of a Province?—We have no Commissioner of the Province from the Provincial Service at present.

24593. But if you linked up the Subordinate Service with the Provincial Service that would, surely, result in having a Service which would begin with an appointment of Rs. 150 at the bottom, and end with a Commissionership at the top?—Yes.

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24594. You think that should be the system?—In that case I would abolish the Subordinate Service.

24595. What would become of the Subordinate Service? What would become of these appointments at Rs. 100 to Rs. 250?—They would start with Rs. 250 in the Executive Service.

24596. Then you would have no Executive appointments below Rs. 250 in Assam?—No.

24597. Do you propose that the men who pass by this simultaneous examination are to come in at the bottom of this complete Service at Rs. 250 a month, and work their way up to the top?—This scheme is to come in later, not now—after the recruitment in England has ceased.

24598. I am talking of after the recruitment in England has ceased. You mean that the man who has passed the simultaneous examination in England should begin at the bottom Service at Rs. 250 a month, and rise to the top?—This is a question of principle. You must abolish recruitment in England, abolish the Subordinate Services, and make one Service.

24599. Although you are going to have one Service, you are still to go on recruiting from the military?—Probably by that time there will be no recruitment from the military.

24600. Do you intend your man who has passed the simultaneous examination to come in at the bottom of your Service on Rs. 250 a month?—No; they must come in on the present Civil Service pay.

24601. But your Civil Service is to be joined with the Provincial Service?—I say later, when you abolish the examination in England.

24602. I am taking the case of having abolished the examination in England. Now your Provincial man will come into your Service on Rs. 250 a month: is that what you intend?—There will be no Provincial or Imperial at that time. It will be one Service.

24603. He will come into your Service at Rs. 250 a month?—The question of pay will have to be considered later.

24604. Then your united Service of Provincial and Imperial will begin at some higher points than Rs. 250 a month?—It probably may do so.

24605. What is going to become of the officers, the Magistrates, who now draw Rs. 250 a month? Are you going to raise them all to Rs. 400, or Rs. 500 a month, or whatever is the bottom pay of the new Service?—I think it might be necessary.

24606. I think I understood you to say that you would still continue to recruit some military officers for some time to come?—No. That is under the present system.

24607. Would you abolish the military as soon as you have abolished the Indian Civil Service men from England?—No. It would be one Service, and one examination in India.

24608. Below this Service of yours, which is to begin on—I forget what you say?—I do not know what it would be.

24609. Putting that aside, do you think you are likely to get good men from the legal profession to enter the bottom of your Service on the lowest grade of pay, say Rs. 250 a month? There will be a separate pay, and not this.

24610. Your Judicial Service is to be outside this Service altogether?—Yes.

24611. What would be the lowest pay you would give to your lowest Judicial men whom you brought in from the legal profession?—I have not thought of that. It is a matter of detail.

24612. There are a good many details you have not thought of in connection with your proposals for this Service?—Yes.

24613. In answer to question (60) you say, "Speaking of the Bengal system I would recommend that (i) the three years' practice in the legal profession now a condition precedent to enrolment for a Munsifship should be abolished; (ii) the initial pay should be raised to Rs. 250."—That is the present system.

24614. Everything is to be altered when you have abolished the Indian Civil Service examination at home?—Yes.

24615. And you would sooner not consider what your future system is to be until after you have abolished that examination?—There will be time enough to think about that when it is decided to bring this into existence.

24616. (Mr. Macdonald.) What is your profession?—I am a Vakil of the High Court.

24617. You were not educated in England?—No.

24618. In answer to question (52) you say you are in favour of the re-establishment of the competitive examination for appointments to the Provincial Service?—Yes.

24619. You really mean a competitive examination?—Yes.

24620. It would not be a test examination, allowing various communities to come in in proportion to their strength?—No, it is competition.

24621. It would be purely a competitive examination?—Yes.

24622. Further down in your answer to that question I should like to know exactly what you mean when you say, "To refuse admission to a candidate though otherwise highly qualified simply because he cannot produce a certificate of 'respectability' is wrong in principle and it is repugnant to the lessons which England has taught us"?—Yes.

24623. And you further say "I have not heard of anyone failing to get a certificate of respectability"?—That is so.

24624. If nobody has failed to get a certificate of respectability, how has admission been refused on that ground?—Why do you lay down that principle that you must produce a certificate of respectability?

24625. Do you mean to say that there is no grievance, except that it is put down on paper?—On principle it is wrong, and I say it acts as a loophole for bringing incompetent men on plea of respectability.

24626. But you do not know of anybody who has been rejected because he had not got a certificate of respectability?—No.

24627. Later on in continuation you say "In one case while I was hesitating as to whether I could grant to a particular candidate a certificate of 'respectability' his friends were able to get one from an English official"?—That is so.

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24628. Were you hesitating as to whether he was respectable or not?—He did not belong to a respectable family in the ordinary acceptance of the term. That is what I was hesitating about.

24629. You were hesitating because you did not know what respectability meant, and not as to whether this man was respectable or not?—I knew that, as ordinarily accepted, his family was not a respectable family. That is why I was hesitating.

24630. Did the respectability apply to the family or to himself?—I think the certificate said that he belonged to a respectable family.

24631. Did you think it was wrong for an English official to grant the certificate?—I do not think it was wrong.

24632. Is there any feeling about this form of nomination amongst candidates?—I think they look upon it as an inferior test. Only people who have got friends to back them up and speak to the Collector can get in.

24633. Is it regarded as a system of promotion by favouritism?—That is so.

24634. That is not merely your own opinion: Can you tell us from your own knowledge whether it is the general opinion?—Yes, it is the general opinion.

24635. That unless you have an initial backing you cannot get in?—Yes.

24636. Do you know if this is abused at all?—Yes, that is an impression which largely prevails.

24637. Could you give us cases upon that point to-morrow morning?—I know of many cases, but I would rather not do so now.

24638. Is it because you have not really got definite information upon it?—I know there are cases, but I should not like to mention the cases in public, but I will do so in private.

24639. Will you do so to-morrow morning?—Yes, I will do it to-morrow morning.

24640. Towards the end of your answer to question (57) you give a scheme for the separation of Executive from certain Judicial functions?—Yes.

24641. You would still allow your District Officer to have charge of the Police?—Yes.

24642. You are aware of the complaints which have been made regarding the administration of Section 110 of the Criminal Code?—Yes.

24643. If your District Officer retains charge of the Police, would he retain power to administer Section 110?—No.

24644. Why?—I would leave it to the Magistrate who does the Judicial work because that is a Judicial proceeding. I would make the District Officer the head of the Police. I would make him the Public Prosecutor and not the Judge.

24645. Let me see exactly what you will do. Supposing he had evidence that a certain person was a danger to the public order, what would he do under your scheme?—He will work up the case and apply for the order to the Magistrate who will try the case.

24646. Would he apply for the order?—He would apply to the Magistrate for the order. The Magistrate will take the evidence.

24647. And the Magistrate will decide whether guarantees are necessary or not. The

Magistrate not being the Subordinate of the District officer, he would be independent?—Yes.

24648. Do you think his judgment would be sufficiently independent to give a guarantee that justice will be impartially administered?—He will be under the Judge and the High Court, not under the District Officer if you still call him by that name. He will not be under the District Officer, but the Judge and the High Court.

24649. Take the case of disturbances during religious festivals. Your District Officer now as head of the Police, and as Magistrate, makes the whole of the arrangements?—Yes.

24650. Under your provision what would he do?—He would do the same still.

24651. Would he issue the orders?—What sort of orders?

24652. Say, that sacrifices of cows should not be made at certain places?—Yes, I think so. It is an Executive order.

24653. But if he had no Magisterial functions it would not be enforceable?—The law must be altered to that extent.

24654. I am putting questions so as to get your view. The order is issued: how is it made enforceable?—The Police would enforce it. If the man disobeyed the order, he would have to be prosecuted under section 188, Indian Penal Code.

24655. If there was any disobeying of that order he would be prosecuted before the Magistrate?—Before the Magistrate and not the District Officer.

24656. And the Magistrate being an independent person would give impartial justice without any pressure being brought to bear upon him from his superior officer?—Yes.

24657. (Mr. Fisher.) I see that you say in your answer to question (38) that officers selected for the Judicial Branch "must of course study the law, but it is not so much study of the law as practical acquaintance with judicial work that is requisite"?—Yes.

24658. I suppose the District Officer has practical acquaintance with judicial work?—By experience he has.

24659. And he is, perhaps, somewhat defective in the study of the law?—Yes.

24660. But you would not consider that deficiency in the study of the law as a serious drawback?—I am not sure that I understand the question if it is meant that the District Officer will teach the new members of the Service. Is that what is implied?

24661. What I wanted to ask you was whether you consider that the District Officer who has practical experience of the administration of law but who has not any very great degree of book-learning in law, is thereby greatly impaired in his efficiency as a Judge?—Of course if he does not keep himself abreast of the legal decisions and changes in the law he cannot be a good Judge.

24662. I quite understand that. You say in answer to question (57) that "the demand for the separation of these functions" (that is to say the Executive and Judicial functions) "in the interest of good Government is imperative"?—Yes.

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24663. That, of course, is a very intelligible proposal, but are you speaking simply from general principle, or have you any experience of miscarriages of justice due to the union of these two functions in your Province?—I speak from experience. I will give you some cases from my experience in private to-morrow—some very bad cases.

24664. (Mr. Sly.) In one of your answers you refer to what you call "*my Province*"?—Yes.

24665. I should like to be clear—do you mean Bengal or Assam?—I mean Bengal as well as Assam. I belong to Sylhet, which is in Bengal for fiscal purposes, though included in Assam. I speak both of Bengal and Assam.

24666. You mean both?—I mean part of Assam. There is that and Bengal.

24667. Do you exclude the other part of Assam in the opinions you have given?—Not in all, but in some of the answers, because I have not much experience of the other part of Assam.

24668. You have no experience of the Assam Valley Districts?—No, not much. I have been there one or two times, but I have not very much experience of that valley.

24669. Have you experience of the Cachar District?—That is part of Bengal.

24670. Your experience is really more or less confined to Sylhet and Cachar as far as Assam is concerned?—I have more experience of Sylhet and Cachar than I have of the rest of Assam.

24671. You have given an opinion in favour of the employment of military officers under the present system?—Yes.

24672. Have any military officers been employed in Sylhet?—No. Sylhet is in the Bengal District.

24673. Military officers have not been employed at all in Sylhet?—No.

24674. In Cachar?—In Cachar we had several military officers.

24675. How many?—My experience is of five in Cachar.

24676. And none in Sylhet?—None in Sylhet.

24677. Is it not the case that most of these military officers in the Assam Commission are employed in the frontier tracts and hill districts?—I have said that there were five in Cachar.

24678. From time to time; but at one time, how many?—Not more than one, generally speaking.

24679. Never more than one?—Generally speaking. There was probably an Assistant Commissioner at one time in addition to the District Officer.

24680. In your legal profession do you have to appear before Deputy Commissioners while they are on tour?—I have not appeared before a Deputy Commissioner on tour; but I have appeared before a Deputy Commissioner in certain districts in Assam.

24681. You have never appeared before them on tour?—I do not think so.

24682. Have you ever toured with a Deputy Commissioner at all?—No.

24683. Then on what ground is based the opinion which you have expressed with regard to the way a Deputy Commissioner behaves on

tour?—That is what happened. I have come across persons who accompanied the Deputy Commissioner on tour.

24684. They were statements made to you?—Yes.

24685. And not evidence that you have seen with your own eyes?—No, not personal experience.

24686. With regard to this question of the separation of Judicial from Executive, I understand that you wish to make the Deputy Commissioner the head of the Police?—Yes, the head of the Police.

24687. You wish to abolish the District Superintendent of Police?—Yes.

24688. Abolish him altogether?—Yes.

24689. You would then have the Deputy Commissioner combining the functions of the head of the Police with those of the Revenue officer?—Yes, as Collector.

24690. Do you think that that would be a very good thing for the country?—Practically, at present, he is the same, but he is acting under his orders.

24691. There is a very great difference between being in direct personal charge of the Police and being the supervising officer over the District Superintendent of Police?—I do not think there will be any harm.

24692. You do not think there would be any harm in the actual head of the Police doing Executive and Revenue functions, etc.?—I do not think so.

24693. You do not think that would be liable to cause injustice?—It would be better than is the case at present. He is at present both the "thief-catcher and the judge" to quote the words of the Lieutenant-Governor of Bengal.

24694. (Mr. Chaudal.) In answer to question (21) you say "I would provisionally recommend its revival to be recruited as before by open competition." What do you mean by "as before"?—The system was in practice for some time. There was an open competition in Bengal. I am speaking of Bengal.

24695. The question refers to Statutory Civilians?—That is so.

24696. That is to say the Statutory Civilians who came in in 1879?—Later than that, I think.

24697. My point is that in your Province when the Statutory Service was first introduced it was worked by open competition?—Later. At a later stage it was by open competition.

24698. The Statutory Service?—Yes, the Statutory Service.

24699. And was the competitive system abolished and nomination introduced for the Statutory Service?—I am not quite sure about that. The system was abolished altogether, and some came in by open competition.

24700. Originally, when the Statutory Service was started, was there nomination or competition?—I believe originally there was nomination.

24701. And then competition came in?—Yes.

24702. It came in again?—I believe the whole Service was abolished after that.

24703. You say in answer to question (37), "Members of the Indian Civil Service wishing

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to join the Judicial branch should make their election early and thenceforth be employed in Judicial work only." I suppose you gave that answer from the opinion you expressed just now that the less Executive work a man does the better for a Judge?—That is so.

24704. Will you kindly tell us what it is that is passing in your mind when you say that the less Executive work a man does the better for a Judge?—What I mean is that by his Executive work his mind becomes bent in a particular direction.

24705. You mean that he becomes very apt to form a prompt and ready opinion without coming to a conclusion on and after hearing and appreciating the evidence?—There is a tendency to make him do that.

24706. Do you think that the discharge of Executive functions for a long period tends to destroy the judicial frame of mind?—It has a tendency to do so.

24707. I think you said, in answer to a question by Mr. Fisher, that the opinions you have expressed, and the recommendations you have made in answer to question (27), are not mere abstract opinions, but the outcome of your experience in your Province?—Yes, that is so; not only in my own Province, but Bengal too; I have had some practice in Bengal too.

24708. (Sir Theodore Morison.) I should like to ask you one or two questions with regard to salaries. What salaries do you propose for Indians who pass the simultaneous examination in India?—The same.

24709. And also for military officers, you would maintain their pay?—Yes, the same.

24710. What pay would you give the Judges whom you propose to recruit from the Bar? Would you give them the same salary that is drawn at the present moment by District Judges?—I think the same salary would do.

24711. You think it is sufficient. You would not reduce it, anyhow?—No, I would not reduce it.

24712. As far as the Statutory Service is concerned—the listed posts—I did not quite understand your answer just now. Do you decide to keep it, or to give a lower rate of pay?—Provisionally I would give lower pay.

24713. Later it may be?—Later it will be the same pay. It will be one Service and one pay.

24714. I was thinking of the particular pitch of pay, not in their relation to other people. Would it be the same as it is now?—At present I would give two-thirds of the pay.

24715. I want to ask this question. I see that one of your anxieties is the reduction of public expenditure. Is that so?—Yes, that is so.

24716. I do not quite see where it comes in. In your answer to question (5) you have given several suggestions. You say "The number of listed posts should be increased and the Statutory Civil Service revived." That will not produce any reduction in expenditure?—In this way it will reduce the expenditure: the one-third pay will be reduced.

24717. You say that military officers will get the same pay?—Yes.

24718. And that Indians who come in by simultaneous examination are to get the pay they get at present?—Yes.

24719. Where does the reduction of expenditure come in?—If you increase the number of listed posts, you would get one-third of the pay. This will come in later; after the Civil Service is abolished, you can revise the scale of pay throughout.

24720. That is at a future date?—You cannot do it unless the Civil Service is abolished.

24721. These are not suggestions for the reduction of salaries at the present moment?—No, not at the present moment.

24722. In your answer to question (16) you propose the introduction in the curriculum of Pali and Persian?—Yes.

24723. And also the introduction of Indian History?—Yes.

24724. Indian History, I suppose, would be marked the same?—Yes.

24725. Do you think it desirable that they should study the original authorities when they are reading Indian History?—I should be content if they read in English. That would be enough.

24726. You think that Indian History could be read in English?—Yes.

24727. There will not be very many books. You will be in a difficulty, will you not?—No. We are getting new books presently.

24728. That is also in the future?—No, not in the future. Even at present we are getting books on Indian History.

24729. It is a difficulty with regard to the Universities?—This year they have got a particularly good book on Indian History.

24730. (Lord Ronaldsday.) I should like to ask you whether the income which can be obtained in the professions in this country, such as the legal profession, the journalistic profession, commerce, and so on, have increased in recent years?—I think they have very much increased.

24731. And do you think that they will probably continue to increase as the country advances in prosperity?—Probably they might be cut down in the interests of the country.

24732. Do you not think it probable that as the prosperity of the country continues to increase the incomes which will be derived from employment in professions will go on increasing too?—I think it is advisable to have some means to cut them down. There have been some proposals tentatively made recently about this matter of cutting down the fees of lawyers. This ought to be done.

24733. At any rate, the incomes which can be earned by people in the professions have increased in recent years?—Yes, that is so.

24734. Did you bear that fact in mind when you come to the conclusion that the remuneration of State Service ought to be reduced?—Yes, I had that in mind.

24735. Did it not occur to you that if the clever young men of the country found that their prospects outside Government Service, that is to say, in the different professions in the country, were likely to be far greater than their prospects in Government Service, that that

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might have a very bad effect upon recruitment for the Service?—I did bear it in mind; but there are only one or two men in the profession who get these high fees. Most of the others get much less; and I believe in England that the same thing prevails. The Service gets paid much lower than one or two of the leaders in the professions get.

24736. Am I to understand that if you cut down the remuneration of officers in the State Service we need not anticipate that that will have any serious effect upon the recruitment to the State Service in the future?—I do not think so.

24737. You still think you will get the best men which the country can give for the service of the State.—Yes.

24738. I see you advocate the reduction of the age limit for the examination of both Indian and English candidates?—Yes.

24739. Do you think that the reduction of the age limit would suit the Indian candidates?—I lowered it in order that they might have a better chance of getting some other employment if they failed in the Service. It is only a year or so.

24740. You do not think that there would be any objection raised in India to a reduction of the age limit for the competitive examination?—I am not very particular about it, and if there is a strong feeling on the other side I would yield and withdraw my suggestion.

24741. With regard to what you say about laying down a minimum of Europeans in the Service, you say that to do anything of that kind will be contrary to the Act of 1833 and the Queen's Proclamation of 1858?—Yes, that is so.

24742. On the other hand, you go on to say that you think it is desirable to prescribe a maximum?—I say it *might* be.

24743. If it is contrary to the Act of 1833 and the Queen's Proclamation to prescribe a minimum of Europeans, would it not be equally contrary to prescribe a definite maximum?—I say it would be illegal. It might be necessary to do that, if you cannot do without it; but it would also be illegal. That is my view.

24744. With regard to what you said about the representation of classes and communities, you say that there is no real demand for the representation of classes and communities?—No.

24745. Have you discussed that question with the leading representatives of the Muhammadan community, for instance?—No, I have not done that.

24746. You are not in a position to say that there is no demand among Muhammadans for representation?—I said it is artificial, because after the partition of Bengal what happened in my district was this: the Muhammadan gentlemen filed a petition with the Collector saying, "We want Muhammadan Vakils and Munsifs, Muhammadan Registrars, Muhammadan Sub-Inspector of Police, and Muhammadan Pleaders and Doctors." It is artificial; it is not *bond fide*. They could not have asked Government to give them Muhammadan Pleaders and Doctors.

24747. (Mr. Ahmed.) In answer to question (47) you say that on principle the pay of officers of the Provincial Civil Service holding listed posts should be equal to that of the Statutory Civilians; and then you say that you would give an allowance to Civil Service officers? How do you reconcile the two statements?—You cannot reduce the pay of a member of the Civil Service while he is employed in this particular post, and therefore I propose that the pay should be drawn by the Provincial Civil Service men as an allowance.

24748. You would reduce the pay of all the posts in the Indian Civil Service?—Yes.

24749. Do you say that in respect of the inferior listed posts carrying a pay of Rs. 1,000? Supposing you offer a man two-thirds who is getting Rs. 600 in the Provincial Civil Service, what will he get?—I would make the pay of the post Rs. 1,000. If a member of the Civil Service is employed on that post he will get Rs. 1,000 *plus* Rs. 500 as an allowance tentatively.

24750. There are certain posts in the Indian Civil Service which carry pay not above Rs. 1,000. Supposing that such an appointment is thrown open to the Provincial Service, and a man in the Rs. 600 grade is elected for the post, what will he get? Will he get only two-thirds?—If the pay of the post is Rs. 1,000.

24751. You will not reduce it by one-third?—No.

24752. (Mr. Gokhale.) With reference to the question put to you by Lord Ronaldshay, your proposal is made on the assumption that a simultaneous examination is instituted?—Yes.

24753. If no simultaneous examination is instituted, would you still propose the lowering of the age limit?—No.

(The witness withdrew.)

M. M. HADOW, Esq., Solicitor, Dibrugarh.

Written answers relating to the Indian Civil Service.

24754 (1). What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—Speaking from an experience of close on 30 years in various parts of India, I am of opinion the present system of recruitment by open competitive examination leaves something to be desired: in

effect, such considerations as character, general administrative ability, personality and physique have in a great measure been lost sight of, with unfortunate results, and a class has crept into the service who are eminently unfitted to uphold that respect for British character and supremacy which is so essential to good government in the East.

24755 (2). In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—I am strongly of opinion there should be some system of selection before any candidates are

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permitted to present themselves for the competitive examination. This selection with the necessary safeguards might be entrusted to a committee of representative members of the Indian Civil Service on which retired civilians should be eligible. All candidates coming up for selection should pass a qualifying examination. The age of selection should give the candidates sufficient time to go through a two-years course of training before coming up for the competitive examination, and previous to any candidate being permitted to enter for such the physical test should be rigidly enforced. In making such selection, for years to come the preponderance of the English element should be retained; the selections in other respects being limited to the requirements of the service.

24756 (3). Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—The system advocated in answer to question (2) should be applied to the admission of the Natives of India, as in their case the necessity for formation of character is even of greater importance; it being borne in mind it cannot be taught, nor are there any text-books on the subject.

24757 (4). Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests?—The competitive examination for the Indian Civil Service should be kept separate, if effect is to be given to some such system of selection, formation of character and general administrative fitness as suggested.

24758 (5). If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose?—I think it far from satisfactory. See answers to questions (1) and (2).

24759 (6). In particular, what would be your opinion regarding a system of simultaneous examinations in India and in England, open in both cases to all natural-born subjects of His Majesty?—I am entirely against any system of simultaneous examination even if coupled with the safeguard of selection advocated. Ignorance of the contents of an examination paper previous to the examination is unknown in India, but that is a minor detail.

24760 (7). What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service cadre by Natives of India, recruited by means of a separate examination in India, or by means of separate examinations in each province or group of provinces in India? If you favour such a scheme, what proportion do you recommend?—For many years to come the number of Natives of India that can be usefully selected, as indicated in the answers to questions (1) and (2), for appointment to the Indian Civil Service will be small, the educated classes with the required temperament and racial qualifications being infinitesimal when compared to the population of over 300 millions. Promotions from the Provincial Service of men

who have proved their ability and integrity should be continued.

24761 (8). If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which Natives of India would be selected in India for admission to the Indian Civil Service by means of (a) nomination, (b) combined nomination and examination, or (c) any other method? If so, describe fully what system you would recommend. In particular, do you consider it desirable that all classes and communities should be represented in the appointments so made? If so, how would you give effect to this principle?—The first part of this question has been answered in a decided negative—see answers (1) and (2). With regard to the latter part of the question, I am strongly of opinion candidates (Natives of India) should only be selected from races having character and tradition behind them, and *not* from those whose chief, if only, recommendation is their ability to floor any examination paper. No amount of mental brilliancy will compensate for want of personality, integrity, devotion to work as such, and lack of physical staying power. There are 290 millions odd in India whose one desire is for a paternal Government who will see that they are not oppressed, and we have no right to forget them, by having too few Europeans of integrity to look after their welfare. I am strongly opposed to any Native of India entering the Civil Service without careful selection on the lines indicated, and at least two years' training at a resident University, and, considering the infinitesimal minority the eligible classes present to a population of over 300 millions, consider the selection should be most carefully and rigorously exercised.

24762 (9). If you are in favour of a system for the part recruitment of the Indian Civil Service by Natives of India in India, do you consider that "Natives of India" should still be eligible for appointment in England?—No. No.

24763 (10). Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Service? If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Service?—The selection with the safeguards and on the terms suggested in answer (8) should be supplementary to the present system of promoting to listed posts officers from the Provincial Civil Service.

24764 (11). Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system which you would propose?—No; but if it is found for financial or other reasons impossible to separate the Judicial from the Executive Branch, candidates on selection [*vide* answer (2)] should be made to choose which side they desire to take up, and should be trained accordingly. If it is thought undesirable to insist on a choice being made at this early stage of their career, they should be made to select on

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passing, and if they select the Judicial, should then be trained at some central point before they are permitted to exercise any judicial functions.

24765 (12). Are you satisfied with the present statutory definition of the term "Natives of India" in section 6 of the Government of India Acts, 1870 (33 Vict. c. 3), as including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, state fully any proposals that you wish to make in regard to this matter?—I am not satisfied with this definition, which is too wide in its scope; it should in no circumstances be applicable to persons of unmixed European descent.

24766 (13). If the system of recruitment by open competitive examination in England is retained, state the age limits that you recommend for candidates at such examination, giving your reasons?—See answer to question (2).

24767 (14). What in your opinion is the most suitable age at which junior civilians recruited in England should commence their official duties in India?—Twenty-two.

24768 (15). What age limits for the open competitive examination in England would best suit candidates who are Natives of India, and for what reasons? Do you recommend any differentiation between the age limits for Natives of India and for other natural-born subjects of His Majesty?—There should be no differentiation.

24769 (18). Do you consider it necessary that certain posts should be reserved by statute for officers recruited to the Indian Civil Service, and if so, what posts and for what reasons?—Yes. All superior posts now reserved should be retained.

24770 (19). Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service cadre do you consider that Natives of India might under present conditions properly be admitted?—I consider so long as we intend to hold India *with the respect* of the masses, the administration must be kept at the highest level on British lines; and this end is best secured by the allocation of the higher posts to Europeans, as also Deputy Commissionerships of districts and Commissionerships. It would be a mistake and do far more harm than good to fix a maximum or minimum of posts to be so held; but the principle enunciated should be firmly adhered to. It cannot be too strongly urged that the agitation over this question is engineered by an infinitesimal minority out of a population of 300 millions, which population, I take it, we are here to safeguard and generally look after.

24771 (20). Do you accept as generally satisfactory in principle the present system under which Natives of India are recruited for posts in the Indian Civil Service cadre partly through the medium of an open competitive examination

in England, and partly by special arrangement in India?—The present system under which Natives of India are recruited for posts in the Indian Civil Service could not be worse, for the reasons already given. From the Eastern standpoint they do not inspire respect. No care is taken to see if they are the right *jat*, if of any *jat* at all, they are wanting in personality and do not inspire respect. I disapprove *in toto* of any scheme by which Natives of India shall be admitted by competitive examination alone.

24772 (22). If the system of recruiting military officers in India for posts in the Indian Civil Service cadre has been stopped or has never existed in your Province, would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent, in your opinion, should it be adopted?—Speaking for Eastern Bengal and Assam and Assam as a Commissioner-ship, my experience is that military officers are better qualified by their tradition and training to deal with districts that have become unsettled, as also with the wild tribes. The system might be re-introduced with good effect to that extent and for those purposes.

24773 (23). Do you consider that such a system should be restricted to the recruitment of military officers, or extended to the recruitment of selected officers from other Indian services?—Possibly it might be extended to selected officers from the senior Police Service, some of whom are eminently qualified for such posts.

24774 (24). What is your opinion of the system by which certain posts, ordinarily held by members of the Indian Civil Service, are declared to be posts (ordinarily termed listed posts) to which members of the Provincial Civil Service can properly be appointed?—I have no suggestion to make beyond that the selections from the Provincial Service should not interfere with the just claims of proved men in the Indian Civil Service.

24775 (25). Are you satisfied with the present rule which prescribes that Natives of India, other than members of the Provincial Civil Service or Statutory Civilians, may be appointed to one quarter of the listed posts?—I would recommend a reduction of the quota.

24776 (26). Are you satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service?—Yes, but consider this service wants stiffening badly, by the introduction of suitable Europeans of integrity, or carefully selected men of mixed descent.

24777 (27). Is the class of posts listed suitable? If not, in what directions would you suggest any changes, and why?—The class of posts are suitable. The class of men are not.

24778 (29). Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the Service?—Yes. Certainly.

24779 (30). If so, how long, in your opinion, should this period be, and what course of study

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should be prescribed for the probationers?—Two years in India.

24780 (31). Do you consider that any differentiation is necessary between the course of study for probationers who are Natives of India and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—The course of study for probationers who are Natives of India should be longer, it should be carried out at a residential College, and everything done to build up individuality and character.

24781 (32). Do you consider that the probationers' course of instruction could best be spent in England or in India? Is your answer equally applicable to the case of Natives of India and of other natural-born subjects of His Majesty?—In India, for Europeans. England for Natives of India.

24782 (33). Do you think it desirable to start, at some suitable place in India, a college for the training of probationers of the Indian Civil Service, and possibly of other Indian Services recruited in England?—Yes.

24783 (34). Do you think it desirable that each Provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—No. At some central University.

24784 (35). Are you satisfied with the present arrangements for the training of junior officers of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be introduced?—I consider officers should select the Branch they are going to take up on passing, and go through a course of probationary study for that Branch in India (if Europeans) before taking up their appointments.

This remark applies especially to the Judicial Branch, who when quartered in the mufassal get little or no assistance of any value in the correct discharge of their duties from a mufassal Bar.

24785 (36). Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—See answer (35). It is most important that the probationary study before taking up an appointment should be devoted to the Branch the officer has selected. To expect members of the Civil Service choosing the Judicial (after 5 years' service I believe in India) to have acquired sufficient proficiency in law and jurisprudence by their training examinations and district work under the present system is absurd. They must be given a sound legal training and acquire a close acquaintance of Indian jurisprudence perfectly at a High Court or Chief Court of some presidency.

24786 (37). Please give your views as to what steps (if any) are necessary to improve the proficiency in the knowledge of law of members of the Indian Civil Service, distinguishing between recommendations applicable to all officers

and to officers selected for the Judicial Branch?—See last answer. A sound practical training is necessary. A few months passed under a barrister in large practice or in a solicitor's office would be most useful.

24787 (38). Do you recommend any special course of study in law in India for officers selected for the Judicial Branch?—I consider the training advocated in answers (37) and (38) applies with still greater force to officers in the Judicial Branch.

24788 (50). Please add such other remarks as you may desire to offer on any point relating to the conditions of service, salary, leave, and pension in the Indian Civil Service?—No doubt a rise of pay and pension will be advocated in view of the marked increase in the cost of living in India, and there are some grounds for the demand; if granted this may influence a certain class, but it is by no means the real reason for the growing unpopularity of the service, which is the "conditions of service"! I have no axe to grind of my own, and possess no relations in the service, so the Commission may take it I have no ulterior motives in this matter. The question of "the conditions of the service" opens up a somewhat delicate if wide field of discussion, but from a close and intimate knowledge and acquaintance of numerous members of this service, extending over many years, I am firmly convinced "the present conditions" are at the root of its growing unpopularity! No doubt the Commission will examine many Civilians, but if they touch on this point at all, they will certainly ask to have their evidence taken *in camera*, and treated as confidential, if they intend to work out their service with any chance of preferment and personal comfort. I refer in particular to the present position of Commissioners of Divisions, District Officers and Collectors. Under the old régime these officers in the main were fully imbued with the sense of their responsibilities, and to their credit were willing and capable of shouldering such responsibilities without fear or favour, with a single aim of putting down abuses, punishing crime and dealing out justice as between man and man, they were a power in the land and respected by the masses, and were accessible to the poorest classes—while fully upholding the prestige and dignity of the British Raj. Alas! things have changed and the Secretary of State and Government of India, having unfortunately decided that India must advance on western democratic lines, and that the Natives of India who have been steeped for centuries in Autocracy (knowing and caring for no other form of Government) are now *pinning* for a democratic Government, are steadily undermining the authority of the man on the spot with disastrous results!! I am fully aware it is useless to pit the knowledge gained by a close intimacy with the Natives of India extending over half a lifetime, against that acquired by short term officers, the travelled M. P. or Arm-Chair Philosopher of the west, but must still state there is no greater truth than Lord Curzon's dictum, that the bulk of the population of India want *not* representative Government but good Government and protection *from each other*. After a close and friendly intimacy with the educated classes

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of India I am firmly convinced even *they* do not want justice in the western acceptance of the term; they call it justice because it's a good "catchword," but when closely examined it turns out to be *preference* and not justice (coupled with courtesy and social recognition), while purda parties and ceremonial visits are an abomination to them. They have in reality not the slightest desire to be governed by each other, because complete trust is wanting! District officers are losing the respect and confidence of the masses and this is mainly due to the fact they are so hemmed in with directions, instructions and resolutions from the powers that be; that it has become almost impossible for them to act on their own responsibility and initiative as formerly. One eye has now to be fixed on Government in case their action may not be approved in view of the democratic craze which is doing so much to make the Raj lose caste with the masses. Instructions have even been issued to officers of long standing as to the manner in which they are to conduct themselves on receiving Babus and Indian gentlemen; it is almost incredible but these are not really confidential but pass through the hands of the native subordinate staff! Such stupendous folly is fatal to all authority and discipline, and the civilian of the present day feels his position is becoming untenable. It is an open secret that the best families including those whose traditions are bound up with India and the Service, will not permit their sons to enter it; nor can they be blamed for the decision. Democratic western methods carried to the extent indicated will damn any service in the eastern mind, swayed as it is so greatly by personality. The Indian looks to the authority on the spot, and when he finds this authority has clay feet, and has ceased to retain any real grip of things, well! he ceases to respect it, with the result a certain class take a delight in getting even with an officer they fancy they have a grudge against, by inserting a defamatory paragraph about him in any local rag, knowing well this means trouble for the individual in question who, though not allowed to answer it or prosecute, will be at once called on for a lengthy explanation and given endless worry in nine times out of ten over an incident beneath the dignity of the man in the street! This correspondence so derogatory to the dignity of an official placed in charge of thousands of Natives passes through and is seen by his subordinate native establishment. Many other similar instances could be quoted; but I have said enough on this point to prove my case, and in conclusion place on record that I am firmly convinced this failure to uphold the dignity of the civilian, and unnecessary and continuous interference with the rank and file of a service which has done so much to make India the brightest jewel in the British Crown, is in reality at the bottom of the failure to attract the right class of men to the service, and that it is absolutely essential these methods must be stopped both in the spirit as in the letter if things are not to go from bad to worse.

24789 (51). In particular, are the rules for the recruitment of the Provincial Civil Service in force in your Province suitable, or have you any recommendations to make for their alteration?—I have no serious objection to offer to the

general conditions laid down by the resolution in question; but there is little doubt, the class obtained, whether due to local conditions, or what not, is most unsatisfactory. The pay and pension offered does not attract men of capability or intelligence and specially, more particularly for Eastern Bengal and Assam and Assam as a Commission-ship, the system of selection in its result leaves much to be desired. The mufassal Bar, poor as it is, are not attracted, no pleader worth his salt accepting such appointments; while the level of general intelligence and judicial knowledge of Natives of India recruited from other classes is even lower. After many years' experience, though I have met with one or two creditable exceptions, I regret to say a number of the Provincial Civil Service are distinctly wanting in general knowledge, judicial training and even backbone, and are unable to cope with the local bar, with the result a lot of valuable time is wasted, postponements are granted on the most frivolous pretexts, while the general conduct of court business is undignified, the main object of these worthies apparently being to have no friction with their brother pleaders, and the public suffers accordingly. Beyond making the service more attractive the only suggestion I have to make is that in all cases of appointment of Natives of India, in addition to the probationary service they should be obliged to go through a regular course of legal training and every effort used to raise the standard; in my opinion this service wants stiffening by the appointment of more Europeans.

24790 (53). Do you consider that recruitment for a Provincial Civil Service should ordinarily be restricted to residents of the Province to which it belongs?—Yes. But only so far as the desired standard of proficiency, probity and intelligence coupled with a sufficient modicum of Law can be obtained.

24791 (54). Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—No. Nor would it be possible. Bengalis are objected to by the Assamese and I would therefore suggest the appointment of men of other races, to fill gaps that cannot be filled by the local product.

24792 (55). Are you satisfied with the existing arrangements for the training and probation of officers appointed to the Provincial Civil Service? If not, please state your objections, and what other arrangements you recommend?—No. See answer (51).

24793 (56). Do you consider that the numbers of officers authorised for the various grades of your Provincial Civil Service are satisfactory? If not, please state your views?—No; sufficient officers should be allocated to head-quarters of districts to permit of those carrying out judicial work, either Civil or Criminal, doing such work without constant interruptions from the Executive and Revenue offices.

24794 (57). To what extent are the functions of the officers of the executive and judicial branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?—They are not differentiated,

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if by that it is meant one man does nothing but judicial, and the other Executive or Revenue work. In India the Revenue and Collectorate work from the Government point of view is the first consideration; Judicial work in the mufassal has to be done at odd moments, subject to constant interruptions, with the result that judicial work in the mufassal suffers severely (as I write ten witnesses mostly Railway men have been kept hanging about for two days in a case of criminal breach of trust of some hundreds of rupees and it has not yet been decided which court will take the case), while the public are really not considered at all. The Indian does not mind; a court case to him is equivalent to a trip to Brighton or a county cricket match, and he does not mind how long he has to wait. The Executive work as performed by the Provincial Service should, at all events at head-quarters of districts, be entirely detached from the judicial. It is impossible as matters stand for any officer to carry out his judicial work with credit to himself or to the satisfaction of the unfortunate European litigant with a thousand and one interruptions he is subjected to under the present system.

24795 (59). Do you accept as suitable the principle recommended by the Public Service

Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—See answer to questions (51) and (52).

24796 (60). Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—No, certainly not; but even if the pay was raised, a different class of men must be recruited. I recommend the pay be raised, also pension, and more Europeans or men of mixed parentage be appointed.

24797 (61). Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?—If really capable and suitable I fail to see why they should not draw the substantive pay of the post.

MR. M. M. HADOW called and examined.

24798. (Chairman.) You are a solicitor by profession?—Yes.

24799. Do you occupy any position in connection with the Planters' Association in Assam?—I have been Secretary to the Assam Branch Indian Tea Association for the last eighteen years.

24800. Do you come before us as representing the planters of Assam?—I have no direct order to that effect. As Secretary I have no opinion and no voice; but I have had large opportunities of questioning planters. I meet a very large number of them. My clientele is practically amongst them, so that I do gather a good deal of their views.

24801. Is the Association a large one?—It only relates to the Upper Assam Valley. Speaking roughly, I should think it practically comprises nearly five-sixths of the gardens in Upper Assam.

24802. Do you know how many members belong to the Association?—I am afraid I could not answer that question right off; but our annual income from subscriptions at the rate of one anna per acre works out at about Rs. 12,000.

24803. Are the members Europeans or Indians?—We have one or two gardens represented by Indians, but they have seceded, I am sorry to say, since we have brought in a Labour Agreement.

24804. You have an experience of close upon thirty years in various parts of India?—Yes. I was seven years in Bengal, in the Presidency, and in the mufassal. I was constantly going out into the mufassal. I have had some years' experience in the Punjab. I have frequently visited my friends who reside

in the Punjab, and I have never lost touch with the Punjab. Many of my friends reside there.

24805. The rest of your time has been spent in Upper Assam?—Yes, the rest of my time has been spent in Upper Assam.

24806. I gather from your answers that you are very dissatisfied with the present position of affairs, both in the Indian Civil Service and in the Provincial Service?—In speaking of the Provincial Civil Service I am referring entirely to Upper Assam. In speaking of the Indian Civil Service I have been influenced, to a certain extent, by members of the Civil Service who have lived in Assam.

24807. Of what is Upper Assam comprised?—It comprises the district of Kamrup, Sibsagar, Lakhimpur, Nowgong and Darrang. There are five plain districts, and there are three Hill districts—the Garo Hills, the Khasia Hills and the Naga Hills.

24808. How does it compare in size with the whole Province?—It is about two-thirds.

24809. I do not propose to take you in detail over the opinions you have expressed in several of your answers, but there are one or two specific statements you have made which I must ask you to elaborate. In question (6) you say, "Ignorance of the contents of an examination paper previous to the examination is unknown in India, but that is a minor detail." Can you say upon what ground you make this very sweeping statement?—On re-reading this question I frankly admit that that statement is far too sweeping. If I were permitted, I would rather put it on this ground, that there are very grave difficulties in India which you do not experience in England in consequence of the lower unpaid staff which prevents the secrecy which is desired. In reading

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my answer I see that it might be read as a charge against the students of India. I do not wish anything of that kind. That is not my intention at all.

24810. What is your charge?—What I bring the charge against is that the manner in which one has to rely upon the unpaid lower staff makes it exceptionally difficult to prevent matters leaking out which should never leak out. I want to disavow at once that there is any general charge. I regret exceedingly that there should be any misconception upon that. It is not that I wish it to be thought that I consider the students of India are wanting in that respect. There are very grave difficulties which it is difficult to get over.

24811. In other words, you desire very substantially to modify your answer to this question?—Yes.

24812. There is another answer to a question which I desire to call your attention to. It is No. (20). You say; "The present system under which Natives of India are recruited for posts in the Indian Civil Service could not be worse for the reasons already given. From the Eastern standpoint they do not inspire respect. No care is taken to see if they are the right *jât*, or if of any *jât* at all, they are wanting in personality, and do not inspire respect." That is another very sweeping statement. On what grounds do you make this comprehensive statement regarding the Indian members of the Indian Civil Service?—There again, Sir, I admit my answer is far too general and too sweeping. I would first point to my answer to question (1), in which I say, "I am of opinion the present system of recruitment by open competitive examination leaves something to be desired: in effect, such conditions as character, general administrative ability, personality and physique have in great measure been lost sight of." That applies to both Natives of India and the European element. In using the word "*jât*" in my answer to question (20) I simply meant "stamp." It is not any question of breeding. The word has been loosely used, I admit. What I wished to point out was that if the open competition were still continued and the number admitted increased, certain races in India would not be represented to the extent which they should be, that races whose chief characteristic possibly might be their power to pass an examination paper would be in the preponderance, and that other martial races who have as much right to be represented in the Service would be at a disadvantage.

24813. Would it not have been better if you had expressed your answer in the form in which you have given it to us verbally instead of writing as you have done? It is open to quite another construction as it appears in print?—It is open to another construction, but it was not meant in that light at all.

24814. I am glad you have admitted in both these cases that you have overstated the position. Of course I am very anxious, and so are my colleagues, in the very delicate and difficult task which has been imposed upon us by the authorities, to conduct our enquiry in such a

manner as to stir up as little as possible any of these racial animosities which it is the duty and business of Government to control, and in every way to check. You will realise that statements of this character, placed in print as they are, must unless they are most carefully explained, and most carefully controlled by us, lead to results which we should all deprecate; and therefore I am very glad you have modified your statements although I much regret that you have made them.—I regret them too. They are far too crude. It is not what I wished. I merely wished to say that all races in India should have an equal chance, and it can only be done by selection.

24815. I notice in answer to several questions, from (11) to (51), that you deal with the question of legal training. You are dissatisfied with the present amount of training which the Civilian gets when he is occupying the Judicial Bench?—Before he joins the Judicial Bench.

24816. In the early days?—Yes.

24817. I gather from your answer to these questions that you would like to see a separation of the Executive from the Judicial Branch?—I have an open mind on the subject; but what I should like to say is that where a man chooses the Judicial Branch he should have greater facilities for studying that Branch than he is given at present. There are some reasons why I consider that it would be extremely inadvisable to separate the Judicial from the Executive.

24818. Do you regard the work that an Executive Officer does in the early days prior to his definitely taking up Judicial work, as of importance to him in his after work?—It certainly is most important.

24819. What course of training would you give to an officer who is to take up the Judicial side?—In the first place, I should like to see the choice made at an earlier stage. I believe at present he has to choose in the seventh or tenth year of his Service. I should like to shorten the District work and send him to the head-quarters of some District where there was a High Court, and where he could really study and have a Judicial training under the supervision of the High Court, or under some officer appointed by Government for that purpose.

24820. Referring to your answers to questions (56) and (57), will you tell us what strengthening of cadre in an ordinary District seems to you to be necessary to provide for the proper discharge of Civil and Judicial work?—At head-quarters in the mufassal the amount of Judicial work is considerable, and if an officer is to be taken off to do Treasury work, Collectorate work, Gaol work, Local Board, or whatever the hundred and one other administrative duties which may fall to his lot, the result is that the judicial work has to be done absolutely as it is, at odd moments. A case is stopped in the middle, a clerk is permitted to come in and slam his papers down in front of the officer who is trying the case, and you have to wait their pleasure. I submit that work done under those circumstances cannot be good.

24821. You would suggest that that class of work should be separated and placed under one officer?—Yes; that is to say, the cadre should be

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strengthened at head-quarters in order to allow that whoever does the judicial work shall not be interrupted by having to do other work.

24822. All the other work you mentioned comes under the category of Executive work?—Yes.

24823. You mentioned two or three detailed functions which interfere with the work. Would you give us a list of these functions?—The Treasury work is very heavy. There is Registration of Documents as Sub-Registrar, where the Deputy Commissioner has left the District and left it in charge of an Extra-Assistant Commissioner, he is also in charge of the English office. He is also in charge of the gaol, and he has also to take the reports of the Police every day, from the Police Inspector and the Court Inspector, of the various cases which are being enquired into. He has to check them all. It is mostly the Treasury and the Collectorate. The Revenue work, too, is very heavy; land applications, and matters relating to settlements come in, and they are planked before him, and whether he is at work in judicial cases or not he has got to attend to them apparently.

24824. I will not attempt to put questions to you upon the answer which you give to question (50), in which you tell us that an officer occupying the higher positions is losing a great deal of his authority owing to the trend of modern Government. Rightly or wrongly the trend of modern Government has been in that direction, and I am afraid no useful purpose will be served by us as a Commission in going into questions which you raise with regard to these matters?—I quite follow you.

24825. (Lord Ronaldshay.) You desire that the present year of probation should be extended to two years?—Yes.

24826. I suppose you desire to see a much stiffer curriculum given during those two years than is given now?—Yes, applying both to the Executive and the Judicial. I should wish to see more specialisation. In my answers I have stated that if possible they should choose at the time of selection.

24827. They should have a fairly stiff course of Law, I suppose?—Yes. They should have opportunities of attending and seeing the procedure of the Courts and observe how Law is administered in India.

24828. You desire that that probationary period should be spent in India instead of in England, do you not?—Certainly, for those who are not Natives of India.

24829. Do you not anticipate difficulty in providing facilities for giving this course of instruction in India?—The difficulties will be very much greater if each Province has to provide those facilities; that is why I advocate that it should be at some central point, as you will get a better class of men to supervise the work, and the candidates themselves will be able to compare notes in their particular departments, and that will be very useful.

24830. Is it your suggestion that the teachers of the central institution in India should be partly

Europeans and partly Natives of India, or do you wish to have them wholly Europeans or wholly Natives of India?—That is rather difficult to answer. For the European candidates I certainly think that they should be Europeans.

24831. What is the particular advantage which you expect to derive from having this institution in India instead of in England?—I was thinking more of the Judicial in that answer. The Law and Procedure in India differs from that in England. The surroundings and circumstances, with regard to the District work of the Executive, must be quite new to the student, and if he has officers who possess the necessary temperament, and who have had a thorough experience in dealing with administrative problems in India, I consider he would get very great advantage by studying under those officers in India.

24832. Is the staff of this college to be manned by officers of the Civil Service?—Not altogether, but in my scheme I would certainly suggest that approved District Officers and approved Judicial Officers, who have shown that they are thoroughly capable men, should be on the staff of that College.

24833. As Instructors?—Yes.

24834. (Sir Theodore Morison.) In your answer to question (8), I see you are strongly in favour of selection, especially with regard to Indians. Am I to understand that your last sentence in that answer, that selection should be most carefully and rigorously exercised, implies that you are going to shut the door upon the Indians or that you are going to get another class of Indians in?—The latter.

24835. You do not propose to diminish the number of Indians in the Public Service?—No.

24836. You only think that certain classes should get in who do not get in at the present moment?—Certain classes which I consider have a right to be represented are excluded now.

24837. That sentence might be interpreted to mean that you desire to shut the door, but you do not mean that?—No.

24838. In question (11) you were asked: "Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service," and you say: "No, but if it is found for financial or other reasons impossible to separate the Judicial from the Executive Branch, candidates on selection should be made to choose which side they desire to take up." Your alternative seems to me to be the next best thing?—I do not think it is necessary to have a separate method of recruitment for the Judicial Service and for the Executive, but I think they should choose earlier in their career which side they are going to take in order that they can specialise more.

24839. Then in answer to question (50) you say: "It is an open secret that the best families, including those whose traditions are bound up with India and the Service, will not permit their sons to enter it; nor can they be blamed for the decision." Do you mind giving me some more information about that, because if it is an open secret it is one that has not come my way?—That is my experience.

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24840. You mean you have known civilians who have chosen other careers for their sons?—Yes.

24841. And their sons had brains and were likely to get into the Service?—That I am not prepared to state, but the conditions of the Service have altered to an extent that there is not the same wish for them to enter.

24842. I understand quite well that the conditions of the Service have altered and therefore we might suppose that this would be the result, but I want to know whether you have had some experience and found that it is actually the result that civilians with clever sons do not wish them to enter the Civil Service?—I am not prepared to speak of clever sons because I do not know what their capabilities are or what their potentialities may be, but amongst civilians that I have met—and I have met a fairly good number—there is a sort of feeling at the back that the Service is not what it was and therefore, other things being equal, if they could get into something else they should do so.

24843. I have heard very often that the Service is not what it used to be and has not the same attraction, but I have noticed that many parents still like their boys to go into the Service and a great many of the old families are still represented in the Service?—With all due deference, I do not think they are to the same extent as they used to be. In the old Haileybury days it was the case of father and son.

24844. But there were special reasons for that, because there was no examination?—That is so.

24845. They probably would not have got in if they had had to pass an examination?—No, it was pure selection.

24846. You do not know the case of a father of a clever son who has said that he would put his son into something else rather than into the Civil Service?—It is more a generalisation from talk I have heard. I could not name any particular instances at this moment.

24847. (Mr. Chaudh.) Do you frequently appear as a Solicitor in mufassal Courts and Districts and Sessions Courts and Magisterial Courts in Assam, or do you simply do Solicitor's work?—In the earlier days most of my work was in the Courts, but now it is much more what you would call office work.

24848. But you did appear in the Assam Courts yourself and conduct cases?—Yes; I do now, but not to the same extent. I have much more office work to do.

24849. I suppose there is some regulation which permits Solicitors to appear in the mufassal Courts?—Yes; you have to be sworn before the High Court in Bengal, and you obtain a certificate which entitles you to practise in any Court from which appeals lie to that High Court.

24850. I just want to ask you a few questions with respect to your answers to question (8). I cannot pretend to have read so much probably as you have, but I should like to know if you can name any definite races "having character and tradition behind them," both in Bengal or the Deccan, the part of the country which I know best. What races would you say had character and traditions behind them?—I was thinking

more of the races of Northern India: the Sikhs, the Rajputs, the Mahrattas, and the Gurkhas.

24851. You mean the martial races?—Yes.

24852. Before the advent of the English into India had the other races whom you consider non-martial any traditions behind them?—Possibly.

24853. For instance, the Muhammadans?—Yes, they had.

24854. Before the advent of the English into India what races would you class as races having the "ability to floor any examination paper"?—I am not in a position to state. I do not know what their means of knowledge was at that time. I am referring now to the races which have at present the ability to floor an examination paper.

24855. What would be those races now that could floor any examination paper?—Take Assam: if it were purely a competitive examination in Assam we should be flooded with Sylhetis.

24856. And in Bengal?—I take it that Bengal includes a considerable number who would be perfectly capable of flooring an examination paper.

24857. I wanted to know the races whom you consider have the ability to floor any examination paper?—I consider that the Bengali has to a certain extent, and there are also the Mahrattas in the North.

24858. What Province?—I am afraid I am rather shaky in my geography, but I know where the Mahratta country is.

24859. Whereabouts is it?—It is on the Bombay side.

24860. Would you class Mahrattas as a people who had no traditions behind them?—I should certainly say they had traditions behind them.

24861. So that you would not exclude them?—No.

24862. Can you say anything about Southern India?—I am afraid my knowledge of Southern India is too slight for me to give an opinion.

24863. You class each of those races as having the ability to floor any examination paper because they are as a matter of fact more advanced in education than the others?—That certainly helps.

24864. Can you give any other reason for classing them as races having the ability to floor any examination paper beyond the fact that they happen in each district to be the more advanced races in education?—No, I think you have put it exactly as I would put it. That is the main reason, that they are the more advanced.

24865. More advanced in education?—Yes, and therefore take advantage of English education at an earlier stage than others.

24866. Assuming that all these races had at one time traditions and character behind them, then I suppose their advance in education, in your opinion, has rendered them unfit for service?—Hardly.

24867. Or rather tends to make them unfit for service?—Certainly not.

24868. Is that the result of the advance of education? You have mentioned certain races as being at present races which have the ability to floor any examination paper. If those races had

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at any time in the past character and traditions behind them would you exclude them?—If they had character and tradition they would come outside this definition.

24869. But what would you consider the historical races having character and traditions?—The races which ruled in India.

24870. If any of these races had at one time or other ruled then they would not come into the second category, notwithstanding their advance in education?—They would not come into the second category.

24871. They would not come into the class of races who had only ability to floor an examination paper?—No, unless they had become decadent.

24872. Would you think they had become decadent if they had become more advanced in education?—No, I do not agree with that.

24873. With regard to this question of Judicial training, I gather from your answers to certain questions that the young civilian should make up his mind to adopt the Executive or Judicial line as early as possible?—I think it is desirable.

24874. You say they should be made to choose which side they desire to take up and should be trained accordingly.—But I would not do away with the District work altogether even if a man had chosen the Judicial line. I consider the District work is most essential.

24875. I am coming to that. You say: "If it is thought undesirable to insist on a choice being made at this early stage of their career they should be made to select on passing." That is to say candidates after having passed the competitive examination should make up their minds which side they are taking, the Judicial or the Executive?—That is so.

24876. Have you thought out what period would be sufficient to give them a training in the Executive work for that understanding of the administrative machinery which you want them to have?—I also want them to get an insight into Indian life which only District work will give them.

24877. That is rather difficult for me to follow. Do you mean that only District work will give it to them?—The District Officer has to move round his District and he sees all classes and conditions of people, and he consequently acquires in a far shorter time a general idea of the conditions under which the people live.

24878. Why would not a man obtain that knowledge if he took up any other work in this country? Why should it necessarily follow that because he has not had Executive work he should shut himself up against any knowledge of the customs and manners of the people, their ways of thinking, and their habits?—He would not necessarily shut himself up, but he would not get the same opportunities he would get if he were a Collector or District Officer.

24879. We have all had opportunities of obtaining that information although we have not done Executive work. For instance, you have acquaintance with the customs and manners and habits and ways of thinking of the people?—But I have moved very freely in the villages.

24880. What you want is not really Executive work but moving about freely in the Districts?—

I may be wrong, but I am still of opinion that he would get greater chances if he moved about as a civilian than he would as a private individual.

24881. May it not be that a private individual would learn more correctly than an Executive Officer?—There is something in that.

24882. It has been put to us that an Executive Officer does not really understand the character and ways of thinking of people so much as a man who has no office. He mixes with the people freely and they open their hearts more freely to him. Is there anything in that view?—There is a very great deal in that view.

24883. At the end of your answer to question (57) you say: "The executive work as performed by the Provincial Service should, at all events at head-quarters of Districts, be entirely detached from the Judicial." Is that a recommendation which you make from your experience of the work done by Provincial Civil Service men?—Yes, in Upper Assam.

24884. Coming back to your answer to question (2), you say that candidates coming up for selection should pass a qualifying examination and then there should be a competitive examination?—That is so.

24885. Apparently your selection has to be before the qualifying examination, or is the qualifying examination the process for selection?—I should prefer to see the qualifying examination precede selection, merely to avoid disappointment.

24886. Then in order to get the right stamp of men you want to introduce the qualifying examination?—That is not exactly as I put it. In order to get the right stamp of men it is necessary first to have the qualifying examination to prevent unnecessary irritation and disappointment.

24887. Let us proceed step by step in order that I may follow your scheme clearly. You think that the open competitive examination leaves something to be desired and you suggest this process as a remedy?—Yes.

24888. Do you have the qualifying examination first or do you have the qualifying examination amongst the selected candidates?—I would have the qualifying examination first to prevent disappointment and bringing a man up unnecessarily.

24889. Then I take it the qualifying examination is to be open to all?—Yes.

24890. And those who pass the qualifying examination have a right to appear in the competitive examination?—No, not until they have been selected.

24891. Your selection comes in after the qualifying examination?—I have suggested that the qualifying examination should take place first merely to prevent disappointment. It would be no use selecting a man who could not pass the qualifying examination. It would be only a test examination; it would not necessarily be a severe examination.

24892. I do not yet gather what you gain by that examination, except perhaps that instead of the selection having to be out of a body of two hundred it will have to be out of a smaller body?—It is only to see that the candidate you

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are going to select has certain qualifications, that he has had an education.

24893. You think that is not done at present by the standard which boys have to reach before they can appear for the competitive examination?—I never thought about it in that light. I do not see that that comes in at all.

24894. (Mr. Gokhale.) In your reply to question (1), you say that "a class has crept into the Service who are eminently unfitted to uphold that respect for British character and supremacy which is so essential to good government in the East." Will you kindly tell me if that is a large class?—I am glad to say I can answer that in the negative.

24895. It is not a large class?—No.

24896. Can you say what proportion it would be?—That I cannot state.

24897. It may be small in itself, but still the number is large enough for you to say that it is a class. You say that the men who constitute that number are a class by themselves?—The men constituting that number are drawn from many classes.

24898. But unless there is a fairly good number how can you speak of a class having crept into the Service who are unable to maintain these traditions, etc.?—I used the word "class" there merely to show that you find a small proportion of men have crept in who, if the Service is to be considered the premier Service, should under no circumstances have had the chance of getting into it.

24899. You think numerically it is a very small class?—Yes.

24900. With reference to your answer to question (5), as regards the extreme difficulty of maintaining the secrecy of examination papers in this country, do you seriously think that the Government of a great country like India, with all the efficiency that is claimed for it, would be unequal to the responsibility of securing the secrecy of a few examination papers?—It seems to me it would be very difficult.

24901. Difficult for the Government of a great country like India, with all its resources?—We have had instances in which the secret has been kept, but it has been confined to a very few.

24902. Was it your objection that low-paid men were employed at certain stages or unpaid men?—Low-paid men. They have very small pay and no temptation should be placed in their way.

24903. If you paid them well enough and made such other arrangements as were necessary, do you seriously mean that in this country no secret could be kept?—It is not insuperable.

24904. Is it so serious that it is only next to not being insuperable?—I am sorry to say that I am still of opinion that I should not like to undertake the job myself.

24905. Supposing you could really say that the Government of India could not ensure such secrecy would you be able to say much of the efficiency of the Government?—I do not think it is a question of efficiency. Unfortunately at one stage or other you have to entrust the documents to a class or to some part of a department who,

in consequence of the pay they draw, are open to very great temptation.

24906. Supposing the papers were printed in England and came here as the State Despatches come, and there was an examination in one centre, Bombay, and the papers were given there to candidates, passing through the hands of high officials only, would there be any real risk?—There would not be the same risk.

24907. Would there be any real risk in a course like that?—I believe something like that is done even now. I understand the examination papers are sent home in a sealed box to be printed in England.

24908. For what examinations?—University examinations.

24909. Are you sure of that?—Yes, but I am not at liberty to mention the Universities.

24910. (Sir Murray Hammick.) I believe all the examination papers of the University of Madras are printed in England?—I think that is so, and that is the reason why I said they must realise that it is a very great difficulty they have to overcome.

24911. (Mr. Gokhale.) It is not so in Bombay. With reference to your answer to question (8), I really find it very difficult to understand exactly what you have in your mind. You say "with regard to the latter part of the question, I am strongly of opinion that candidates (Natives of India) should only be selected from races having character and traditions behind them, and not from those whose chief if only recommendation is their ability to floor any examination paper." That seems to me to divide the races of India into two classes, those that have tradition and character behind them and those that are able to floor examination papers only?—No, I differentiate between those two, and I say that unless you have selection you will have a preponderance of those races whose main recommendation is their power to floor an examination paper, and in my opinion the flooring of an examination paper is only one of the points which have to be considered in seeing whether a man is likely to become a capable administrator. There are many other things, such as temperament, patience, etc., to be taken into consideration, which are all thrown on one side.

24912. I quite understand that, but what you say here is that the men should only be selected from races having character and tradition and not from those who simply pass examinations. That certainly divides the races into two classes, into certain races having character and tradition and certain races whose chief or only recommendation is flooring examination papers?—I admit that is the construction, and that is my view.

24913. Therefore you divide the races of India roughly into those two categories. Then you proceed to say: "No amount of mental brilliancy will compensate for want of personality, integrity, devotion to work as such, and lack of physical staying power." Therefore it amounts to saying that the men who can floor an examination paper have brilliancy but no integrity?—Not necessarily so. I am only generalising there.

24914. But supposing there is a man who is mentally brilliant and who has integrity, and

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devotion to duty, and physical power?—I should still think that the man who had those potentialities and who came from the ruling races would be preferable.

24915. Do you mean to say that men whom you do not regard as belonging to ruling races possess only mental brilliancy and not the other qualities?—Certainly not. They may have them.

24916. There may be men amongst them who have all those qualities?—Who have all those qualities except tradition.

24917. You do not mean that there is necessarily any incompatibility between mental brilliancy and integrity in India?—No.

24918. Further on you say: "There are 290 millions odd in India whose one desire is for a paternal Government who will see that they are not oppressed, and we have no right to forget them by having too few Europeans of integrity to look after their welfare." Would not Indians of integrity be able to look after their interests?—That has to be found out.

24919. If such Indians were forthcoming the interests of the 290 millions would be looked after, would they not?—It would depend so much on whether you put those Indians in their own Province or had to scatter them all over India.

24920. If you lay down a general proposition that certain qualities are necessary on the part of those who are administrators I can understand it. But in one place you lay down certain qualities and in another place you mention them as the possession of certain races only. I want to know whether you mean that integrity is a monopoly of one race and cannot be found in another?—Certainly not.

24921. It looks like that?—If that is so it is unintentional.

24922. You say: "Considering the infinitesimal minority of the eligible classes present to a population of over 300 millions, I consider the selection should be most carefully and rigorously exercised." You mentioned just now four races, the Sikhs, the Rajputs, the Mahrattas, and Muhammadans—we will leave the Gurkhas out. Those races certainly are not an infinitesimal minority?—No.

24923. Taking the whole population of India, there are about 70 millions of Muhammadans and about 12 millions of Mahrattas, and so on, so that the races you regard as qualified to rule in this country do not form an infinitesimal portion of the total population?—No, but the educated section of those races form a negligible quantity.

24924. You do not mean to suggest that the classes that can govern in this country are an infinitesimal portion?—No.

24925. I do not accept any of your premises, but supposing as an argument that an examination was instituted here confined to those races you speak of, namely, Muhammadans, Mahrattas, Sikhs and Rajputs, are you prepared to institute a simultaneous examination open to those classes?—I am not.

24926. Because of other considerations you have in your mind?—Yes. I think the British character of the administration must be maintained.

24927. Therefore rather too much has been made of certain races having tradition and

character behind them and certain races not having tradition and character behind them. The only reason why you would not give the same facilities to Indians that Englishmen have in England is not that certain races have no tradition or character behind them, but because you want the British preponderance in the administration to be maintained?—No, I am not quite with you there. I would prefer to see whatever is decided to be the quota, drawn from the races I have enumerated.

24928. But why should you restrict the number when you insist on their being drawn only from these races? Would that be a fair arrangement?—I should prefer it; I cannot say more.

24929. Will you tell me what has been done during all these years of British rule to draw these men with character and tradition behind them into the Government Service?—I do not see that there is any necessity to do anything. There is the Queen's Proclamation and the Act under which they can come in.

24930. But if they do not wish to come would you keep the others out on that account?—I cannot agree to your premises that they do not wish to come in.

24931. You really would make use of them to keep the others out—is not that what it comes to? It is merely a personal preference.

24932. If it is desirable to bring these men into the Service, why not make a special effort to bring them in?—I believe the Government of India are spending a large amount on education in India, or on what they are pleased to call education.

24933. In reply to question (50), you make a number of statements on which I should have liked to cross-examine you, but I do not think they fall strictly within the terms of our reference. There is, however, one statement which I want to understand clearly. You say: "After a close and friendly intimacy with the educated classes of India I am firmly convinced even they do not want justice in the Western acceptance of the term; they call it justice because it is a good catchword, but when closely examined it turns out to be preference and not justice (coupled with courtesy and social recognition), while *purdah* parties and ceremonial visits are an abomination to them. They have in reality not the slightest desire to be governed by each other because complete trust is wanting." I do not understand your reference to *purdah* parties and so forth, but I will leave that. Do you mean to say that the educated classes of this country object to being governed by their own countrymen?—I can only judge from my own personal experience. I find in my practice that if by any possible means a case can be transferred from the file of a Native of India and placed upon the file of a European even monetary considerations will not interfere. There may be exceptions to that rule, but those exceptions relate to questionable cases in which the litigant on one side possibly has a longer purse.

24934. These are mere statements and we cannot go into them. Is it your experience that Indians object to having Indian officials over them?—That is my experience.

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24935. Then all this agitation for the larger admission of Indians into the Services on the part of educated Indians is either an insincere or a suicidal agitation?—It is not for me to judge. No doubt they know what they want, but it is quite another thing whether the rest of India wants it.

24936. You made a statement about the educated classes not wanting Indian officials to rule over them. This agitation has been started by the educated classes for the larger admission of Indians into the Services, is it not?—I may be wrong, but I thought it was started probably by a section of the educated classes only.

24937. You do not think the educated classes taken as a whole want a larger number of Indians in the Service?—Not those in the mufassal.

24938. (Mr. Sly.) In your opinion in favour of the separation of the Judicial and the Executive do you refer to the separation of the Civil Judicial Branch or also of the Magisterial Branch?—I expressed no opinion but merely said that if it is impossible for financial or other reasons to separate the Judicial from the Provincial then it need not be done.

24939. Are you in favour of such separation?—If the Judicial work in the mufassal can be done by separate officers I am not in favour of it then. I think the District officer if he had no Judicial powers at all would lose a certain amount of influence.

24940. You simply desire to have more officers so that the Magisterial and the Civil Judicial work may be done more promptly?—Yes, by men who are whole-time men for that purpose.

24941. Is your opinion based on any abuses of justice which in your opinion take place under the present system of administration?—There are miscarriages of justice, but I do not think they have to do with the fact that a man has to do Judicial and Executive work. Personally I would prefer that the man who has to pass orders on the executive side should not try the case, because he may be swayed without really recognising the fact that he is being swayed in his opinions.

24942. Are you in favour of transferring from the Collector the administrative powers he possesses over the Magisterial Staff at present?—A Collector has only those powers as first-class Magistrate: no.

24943. (Mr. Arbuthnott.) It is only a matter of bad arrangement then whether a man is taken away in the middle of trying a case to go and do work in the Treasury?—The cadre should be increased. There are not enough men at Headquarters.

24944. It is not a matter of principle?—No.

24945. You do not wish to touch on the question of the separation of the Judicial and the Executive?—No, I am rather against it as a matter of fact.

24946. (Mr. Ahmed.) In your answer to question (51) you say you wish to put more Europeans into the Provincial Service?—Yes.

24947. Do you know the number of people of European descent in the Service just now?—I do not, but I have a very keen recollection that in the early days of Assam we had some excellent examples who had been taken from the Provincial Civil Service.

24948. You do not know the number now?—I believe there are two in the Upper Valley.

24949. Do you know the number in the whole Cadre?—No.

24950. Will you take it from me that there are ten men of European descent in Assam?—There may be.

24951. Do you know the total number of officers in the whole Cadre?—No.

24952. Will you take it from me that it is sixty?—They have not come up my way. I have a knowledge of some five or six courts.

24953. You practise only in two districts?—No, I practise in Tezpur, Sibsagar, Nowgong, Jorhat, etc., and in my earlier days I had a considerable amount of practice in Gauhati, Kamrup, and North Lakhimpur, which is a sub-division of Lakhimpur.

24954. Would you recruit the Europeans simply because they are Europeans or because they have had better training?—They must have had legal training whether they are Europeans or Natives of India. The material in Upper Assam has been for years so low in standard that I should like to see it strengthened in the manner in which I found it when I first came to the Province. We had some men who stood out so much that they were promoted from the Provincial Civil Service to the Statutory Service.

24955. Do you not find some men in the Service who are of mixed descent?—I have not come across them.

24956. Do you think they possess better qualifications than other men?—I am merely speaking from experience. I can name four or five men who were in the Provincial Civil Service when I first went to Assam and who absolutely stood out from other men.

24957. But you have found none since?—No.

24958. Have you not come across any of the ten men of European descent now in the Service?—I came across one of them before he was appointed, but I do not think I have come across any of the others. In later years, as I have said, my work is so heavy that I cannot get away from Dibrugarh.

24959. In later years you have not had much experience of these people?—I think one of them is in Gauhati and one in the Hill Districts.

24960. The Government could transfer them to Upper Burma if it liked?—I am not here to answer what Government could do.

24961. You really want better men?—I want men with a higher standard of education than we have now, whether they are Natives of India, or whether they are Europeans, or whether they are of mixed descent.

(The witness withdrew.)

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MR. RADHANATH PHUKAN.

RADHANATH PHUKAN, Esq., M.A., B.L., Extra Assistant Commissioner (5th grade),

Written answers relating to the Indian Civil Service.

24962 (7). What is your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?—I regard European training to be a very necessary qualification for the Indian Civil Service. I am therefore not in favour of a system of simultaneous examination in India and in England, unless it be provided that the successful candidates from India should receive suitable allowances to enable them to undergo a course of instruction at an approved University in England for a period of two years. A much better plan would be to grant scholarships to selected Indians in each province to proceed to England and appear at the open competitive examination there. Scholars who fail at the Civil Service Examination in England should be admitted to the Provincial Services (Executive or Educational) on their return to India.

24963 (9). What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by "Natives of India" recruited by means of a separate examination in India or by means of separate examinations in each province or group of provinces in India? If so, what proportion do you recommend?—There should be only one examination for all candidates, so that all the members of the Indian Civil Service may be on an equal footing.

24964 (12). Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Services. If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Services?—Under no circumstance should the listed posts be withdrawn from the Provincial Civil Service. Such withdrawal will tend to impair the efficiency of the said Service.

24965 (31). If the system of recruiting military officers in India has been stopped, or has never existed in your Province, would you advise its reintroduction or introduction, as the case may be, and if the system should be introduced or reintroduced, to what extent should it be adopted?—There are 9 Officers of the Indian Army now holding civil appointments in Assam. I had the good fortune to serve under 5 of them. Lieutenant-Colonel Herbert held the post of the district and Sessions Judge of the Assam Valley districts for over one year. Our Divisional Commissioner, Lieutenant-Colonel Gurdon, is an Officer of the Indian Army. I had occasions to serve under Officers of the Indian Civil Service also. Being a Subordinate Officer, it behoves on me to be silent as to the relative merits or efficiency of either class of these officers. But I suppose it will be permissible for me to say what I know to be the opinion of my countrymen. The Military Officers are known to be exceedingly

sympathetic and are extremely popular. The people of Assam have great love and respect for them and this should make their work of administration all the easier. I am sure it will afford satisfaction to the Assamese if the system of employing Military Officers be reintroduced.

24966 (60). Are you satisfied with the present arrangements for the training of junior members of the Indian Civil Service after they have taken up their appointments in India? If not, what change should, in your opinion, be introduced?—At present, junior members of the Indian Civil Service in Assam do not do any civil work. But, as soon as they are appointed to hold charge of districts, they become *ex officio* subordinate judges and hear civil appeals. The system of civil administration has not given satisfaction to the public. I think the junior civilians in Assam should exercise the powers of munsifs, at least for three years, before they are appointed to hold charge of districts. If this cannot be done, the district officers should be relieved of all civil work and two posts of subordinate judges for the Assam Valley districts should be created and thrown open to the members of the Provincial Executive Service.

Written answers relating to the Provincial Civil Service.

24967 (1). Please refer to Government of India Resolution No. 1046-1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—I regard these conditions as suitable; but direct appointments to the higher grades should not be made at all. I know of instances in which such direct appointments gave rise to discontent amongst the members of the Service.

24968 (2). Please supply a copy of the Rules for the Recruitment of the Provincial Civil Service in force in your Province. Are these rules suitable, or have you any recommendations to make for their alteration?—The rules for recruitment to the Provincial Executive Service in Assam are contained in Resolution No. 3362-A, dated the 26th August 1912, published in *Assam Gazette*, Part II, page 953. These rules are suitable so far as they appear on paper. There is no Judicial Branch of the Service in Assam and, accordingly, it becomes necessary to appoint members of the Bar to the Executive Service, to do civil work in the Assam Valley. As a matter of fact, members of the Bar are being appointed Extra-Assistant Commissioners, in this way, from time to time. For them, the age-limit should be 30 years, as was the case till 1905. The limit is 30 years in case of appointments made to the Judicial Branch of the Service in provinces where such a branch exists. With the existing age-limit, none of the members of the Bar, now

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serving in the Provincial Executive Service in Assam, could have been admitted.

24969 (6). What is your experience of the officers selected by the different methods of recruitment, which method has proved the most satisfactory, and what changes, if any, in the present system of recruitment do you recommend? For direct recruitment do you recommend (a) open competition, (b) nomination, (c) combined nomination and examination, or (d) some other method? Please describe fully the system that you recommend?—I am not for any change in the present system of recruitment by nomination under which the number of brilliant Assamese young men in the Service is steadily rising.

24970 (7). To what extent are non-residents of the Province employed in your Provincial Civil Service? Do you consider that only residents of the province should ordinarily be recruited?—I not only think that non-residents should not be recruited at all but I also hold that, as laid down in the Resolution of the Government of India, appointment to the Provincial Service should be confined to the Natives of the province and to those who have definitely and permanently settled in it. I also think that in the Provincial Service all classes and communities should be duly represented, so far as is possible consistently with the efficiency of the Service.

24971 (8). Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—It has always been a grievance of the Assamese that they are not duly represented in the public services of their country. Before 1896 the number of Assamese in the Provincial Executive Service, as well as in the other services, was indeed very small. The reason was not that there were no suitable candidates amongst them, but that in those days there was no regular system of recruitment, and appointment to the public services was more or less a matter of bestowal of State patronage. It was only in the time of Sir Henry Cotton that the "back door of influence" was closed once for all, and since then the number of Assamese in the Provincial Executive Service of Assam is steadily rising. Even now, the Assamese have not got a fair share of appointments, and the number of posts held by them falls far short of the actual requirements of the Assam Valley districts. This formed the subject-matter of a series of questions in the Legislative Council for Eastern Bengal and Assam. The composition of the service and the distribution of its members in the various districts on 1st April 1912 are shown below:—

I. Assamese 21; Bengalis 28 (including 18 Natives of the Surma Valley); Khasias 2 (including 1 probationer); Anglo-Indians or Europeans 10 (including 1 probationer): Total 61.
II. Assam Valley 30; Surma Valley 17; Hill districts 6; Special work 3; On leave 5: Total 61.

The animistic or hill tribes (except the Khasias) are not represented at all; there being no qualified men amongst them. The Assamese and the Bengali-speaking communities form the bulk of the population in the province. Both the communities are almost equally educated and

both have supplied equally distinguished officers to the public services of the province. Taking the province as a whole, the Bengali-speaking community are numerically the stronger, but the Assamese are four times more heavily taxed. The two communities (Bengalis and Assamese) are, however, represented in the ratio of 4 : 3 as shown above. The above statement will also show that there is an undue preponderance of the Anglo-Indian or European element in the service. Formerly this was not so. In 1900-01 the grading of the Imperial Civil Service in Assam was revised, and the strength of the Service reduced, with a view to improve the prospects of promotion of its members. As a result of this, six posts were added to the Provincial Service. My information is that at the order of Lord Curzon these six additional posts were reserved for Anglo-Indians, in order that they might be placed in charge of the sub-divisions which until that time had been held by the members of the Indian Civil Service. The Indian members of my service regard it as an irony of fate that the name of Lord Curzon should have been associated with these appointments, because it was His Lordship himself who in a memorable speech had distinctly told this very Anglo-Indian community that no appointment under Government could be reserved for them and that they must enter the public services by the front door of competition and not by the back door of influence.

24972 (17). Are you satisfied that under the existing system of promotion the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?—Under the existing rules, promotions up to the grade of Rs. 400 a month (5th grade) are ordinarily made by seniority. This rule was departed from in a number of cases by the Government of Eastern Bengal and Assam, thereby causing not a little discontent in the Service.

24973 (19). Are you satisfied with the existing arrangements by which certain posts, ordinarily filled by members of the Indian Civil Service, are listed as open to officers of the Provincial Civil Service of proved merit and ability, and is the system followed in making appointments to these posts suitable? If not, what alterations do you suggest?—There is no post listed as open to my service and this is one of my grievances. It is to be hoped that at least 4 listed posts should be thrown open to, and actually filled up by promotion of, the members of the Assam Provincial Service.

24974 (24). Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—The Provincial Service in Assam is not as attractive as in the other parts of India. In the Central Provinces, for instance, there are as many as 6 listed posts open to the 98 officers of the Executive Branch of the Service. We in Assam have got no such posts. Again, the Indian members of the

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Service here are not usually allowed to hold charge of any but the three sub-divisions where there are no tea planters. As a rule, they (the Indian members) are not appointed to officiate as district officers even for short periods. Above all the lower grades of the Service are moreover crowded in Assam than in the rest of India. It is a common grievance of all the Indian Provincial Services that the middle grades are very much congested and that the proportion of appointments in the higher grades is exceedingly small and bears no comparison with that in the Indian Civil Service. In Assam, particularly, the grading is more unsatisfactory, as the following table will show:—

	ASSAM.		REST OF INDIA.	
	Number of posts.	Percentage.	Number of posts.	Percentage.
1st grade	1	1.66	26	2.00
2nd grade	1	1.66	39	3.00
3rd grade	3	5.00	76	6.04
4th grade	10	16.66	233	17.93
5th grade	14	23.33	314	24.94
6th grade	15	25.00	319	24.55
7th and 8th grades .	16	26.66	298	21.55

Even the above low percentage in the higher grades of the Assam Service has been kept up by showing some senior Bengal officers (actually serving in Bengal) in the Assam civil list, as a temporary arrangement. If we exclude these officers (as, in fact, we must, in order to arrive at a correct estimate of the immediate prospects of the Assam officers) the percentage will fall lower still. Already, promotion in the Assam Service is not so rapid as it used to be a few years ago. The officers who are now on the top grades had all got their promotion to the grade of Rs. 400 a month in about six years time. But the others who were promoted after the partition had to serve for 7 to 8 years to reach that grade. As there is no likelihood of many retirements from the higher grades in the near future, it is apprehended that the officers who are now in the lower grades will take a very long time to get Rs. 400 a month.* (a) On the other hand, the Assamese pleader of the average merit has much better prospects in the Bar which, in Assam, is not yet overcrowded. I am therefore afraid that if the grading

* (a) It must be observed that there are a good many officers of about seven years' standing who are now at the bottom of the 6th grade (Rs. 300).

of the Assam Service be not improved, it will soon cease to attract really competent men. In my opinion the number of posts in the higher grades should be increased and two special grades of Rs. 1,000 and Rs. 900 a month should be created.

24975 (25). Are you satisfied with the present system under which officiating promotions are now made in the Provincial Civil Service? If not, what alteration do you recommend?—Officiating promotions should be made in the same way as in the Indian Civil Service.

24976 (26). What is your opinion regarding the substitution of a time-scale of salary for the existing graded system of promotion? If you are in favour of a time-scale, should it be restricted to the lower grades of the service, or not?—I am for a time-scale, but I think the system should be restricted to the grades below Rs. 600 a month.

24977 (29). If you recommend any kind of time-scale of pay, please describe the scheme that you propose and state what conditions should be laid down in regard to the grant of increments, promotion to superior grades, charge allowances and other matters of importance? How do you propose to apply such time-scales in provinces where the scale of pay of the executive and judicial branches of the Service is different?—I think the time-scale should be so fixed as to secure that an officer should get Rs. 500 a month after 8 years' service. From the grade of Rs. 500 a month and upwards, promotion should be made by selection.

24978 (47). Have you any other proposals to make in regard to the Provincial Civil Service not covered by your answers to the above questions? If so, please explain them?—I am of opinion that the subordinate civil service should be amalgamated with the Provincial Service. The members of both the services are possessed of almost the same qualifications; they are recruited in very much the same manner; they have to pass the same departmental examinations, and have to do equally onerous works. Probably, the Sub-Deputy Collectors in Assam have to do more important revenue work than many Extra-Assistant Commissioners. There is hardly any reason why there should be such difference in the pay and prospects of these two classes of officers. The Sub-Deputy Collectors seem to be under a sense of injustice on account of this difference. I propose that the subordinate civil service be abolished and all its existing members promoted to the Provincial service. If this be done, the pay of the lowest grade of the enlarged service may be Rs. 200 a month.

MR. RADHANATH PHUKAN called and examined.

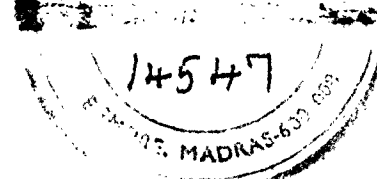
24979. (Chairman.) You are an Extra-Assistant Commissioner, 5th grade?—I am.

24980. How many years have you been in the Service?—Nine years.

24981. What is your caste?—I am a Brahmin.

24982. You regard European training to be a necessary ABC qualification for all who enter the Indian Civil Service?—I do.

24983. And therefore you would not favour simultaneous examinations unless is provided that



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successful candidates in India should have had that training?—That is so.

24984. Is that your sole objection to the proposal for simultaneous examinations?—That is the only objection. If candidates are given a training in Europe, then I would be in favour of simultaneous examinations.

24985. But I gather from the subsequent portion of your answer that you prefer the granting of scholarships to Indians?—Yes. I would prefer the system of scholarships to simultaneous examination. If the scholarships be not given, then I would have a simultaneous examination in India.

24986. Your proposal is that the scholarships should be a substitute for simultaneous examination?—Yes.

24987. How many scholarships would you grant?—That depends upon the number of appointments to be filled up every year.

24988. Would you allot so many to each Province?—That all depends on the number we want every year.

24989. The scholarships would vary each year?—Yes.

24990. But in accordance with what principle would the number vary?—I should say about one half of the posts to be filled by Indians.

24991. And that would be the determining factor in fixing the number of scholarships?—Yes.

24992. At what age would you propose that these scholarships should be granted?—I do not advocate any change in the present system of examination.

24993. You would not change the present age-limit?—No, I think the present age-limit will do.

24994. I take it that your scholarship would afford the candidate going up for the examination opportunities for training in England for some period before the examination?—Yes, say about two or three years prior to the examination.

24995. Those who failed in the examination would, under your proposal, be eligible for the Provincial Civil Service?—Yes.

24996. You would impose upon those candidates some qualifying test other than failure in the examination?—That may be done, but if they were nominated I think no further tests are required, because they would be all selected candidates.

24997. You would regard the examination which they passed for the scholarship as a sufficient test for the Provincial Civil Service in the event of their failing in the examination at home?—Yes.

24998. You would like to see the employment of military officers continued?—Yes.

24999. From your experience you regard them as being capable officials?—Certainly I do.

25000. Do you think they have had sufficient legal training to carry out their work in the Judicial Branch?—Yes, they have had at least as much training as the Civilians. They were appointed to hold the same posts as civilians and they are doing the same work, and they have the same training at present. Nowadays military officers are not employed in Assam. The system has been stopped since 1896, but before that military officers after their recruitment to civil

appointments had to do the same work as young civilians.

25001. Do you think that the civilian has a sufficient legal training at present?—I do not really know, but I believe that some of them have.

25002. Do you think that the training given to a civilian who ultimately joins the Judicial Branch is at present adequate?—Yes, it is.

25003. You think it is sufficient in Assam?—Yes.

25004. With regard to your answer to question (1) of the Provincial Civil Service questions, to what extent have appointments been made in the past to the higher grades?—I know of two or three instances in which officers were appointed direct to the higher grades and there was considerable dissatisfaction amongst the members of the Service. One was appointed direct to the grade of Rs. 600 a month and his appointment gave rise to some discontent in the Service. I know of at least four instances.

25005. In answer to question (7) you say you regard as important the due representation of classes and communities in the Provincial Civil Service, and you say later on that the Assamese whilst numerically the stronger are also paying four times more heavily towards the taxation of the country than the Bengali. Why is he paying four times more than the Bengali who is residing in Assam?—Because the bulk of the Bengali population come from Sylhet, which is a permanently settled district where the incidence of land revenue is low.

25006. Your scheme, according to your answers to questions (29) and (47), proposes an amalgamation of the Provincial Service and the Subordinate Service?—Yes.

25007. And in the amalgamated Services all are to begin at Rs. 200 a month?—Yes.

25008. Do you suggest that an officer should rise from Rs. 200 to Rs. 500 a month after eight years' service?—Yes.

25009. That would add a good deal to the expenses of administration, would it not?—Yes, but it would improve the Service.

25010. By improving the Service do you mean you would get a better class of man?—I think so.

25011. You think there is room for improvement in the class of men who are now being promoted from the Subordinate Service?—Yes, because my Service is not very attractive to brilliant graduates, who can earn that amount at the Bar.

25012. Do you recommend the establishment of a Family Pension Fund for the Provincial Civil Service?—Yes.

25013. Do you think that officers in the Provincial Civil Service would like to have such a Fund established?—Of course they would.

25014. (Sir Murray Hammick.) Am I to understand from your evidence that you think there is a considerable amount of dissatisfaction at present in the Provincial and Subordinate Services in Assam at their prospects?—Yes, I do not say a good deal, but there is dissatisfaction to some extent.

25015. Is that dissatisfaction chiefly because the officers of that Service do not rise quickly

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enough to the higher paid grades in the Service, or is it because certain classes get better prospects in that Service than others?—It is for both those reasons.

25016. And not one more than the other?—No.

25017. You object to direct appointments to the higher grades?—Yes, I do.

25018. Are those who are appointed direct Natives of India or Anglo-Indians?—In the instances of which I spoke just now two were Anglo-Indians.

25019. Have there been cases in which the Government have put in Natives of India to the higher appointments over the heads of men at the bottom of the Service?—I know of not one instance.

25020. With regard to the Anglo-Indians or Europeans you refer to in your answer to question (8) are those officers given posts in the hills or are they doing work on the plains?—They are in the plains as well as in the hills.

25021. Are most of them on the hills or most of them in the plains?—Some of them are in the plains and some are on the hills.

25022. I suppose in the hills, where the country is malarious and the tribes are troublesome, most of the appointments are held by Anglo-Indians in Assam?—No, that is not the case.

25023. People who have to deal with the Abors and Nagas, are they generally Anglo-Indians?—They are all Anglo-Indians or Europeans.

25024. The Government apparently thinks that it is better to use Anglo-Indians up in those hills than to send up Assamese?—I do not know what the Government thinks.

25025. But they do it?—Yes.

25026. Do you want to have some listed posts made for the Service in Assam?—Yes, I do.

25027. You ask for four listed posts: do you mean four Deputy Commissioners?—No.

25028. What posts would you list?—I think it will be fair to give us two posts of District Magistrate, one Under-Secretary to Government, and the post of Director of Land Records.

25029. In Assam there are no Judicial posts except those held by Bengal officers?—No.

25030. So that there is no opportunity of listed posts in the Judicial Department for the Assamese?—No.

25031. (Mr. Macdonald.) How did you come into the Service?—By nomination.

25032. You are a Master of Arts and a Bachelor of Laws?—Yes.

25033. Of what University?—The Calcutta University.

25034. And then after going through your University career what did you do?—I practised as a Pleader for four years.

25035. And then you applied to get into the Service?—Yes.

25036. And you got in through nomination?—That is so.

25037. Did you get in over anybody else's head or did you begin right at the bottom?—I began right at the bottom.

25038. When you say you are in favour of appointments by seniority would you confine it to seniority altogether?—I think appointment to Rs. 400 should be strictly by seniority.

25039. I wanted to know whether your objections to these special appointments means that in your view no appointments should be made to higher offices except by seniority?—That is what I think.

25040. Do you think that would be good for the Service?—It will be good, in my opinion.

25041. Do you think you want fresh blood in occasionally at various points?—No. Beyond the grade of Rs. 400 promotion may be made by selection, and that will be quite sufficient.

25042. You say that beyond the grade of Rs. 400 the appointments are made by selection?—Are supposed to be made by selection.

25043. Do you want that stopped?—No, I do not want it to be stopped.

25044. Then you are willing that the appointment to the higher grades should be made by selection?—Yes.

25045. So that you do not stick absolutely to promotion being made by seniority right through?—No: it is in the bottom grades only.

25046. Do you think you can really grant enough scholarships to open the door wide enough in the Indian Civil Service?—I do not know why it should not be.

25047. Do you think that would be a satisfactory substitute for simultaneous examinations if the candidates get the training in England after the examination?—I think so.

25048. It would really mean that very few men would have the chance of going to England for the purpose of trying for the Indian Civil Service, would it not?—Yes, but I see no harm in that.

25049. You think it would not be a bad thing to select your men very early in India. I think you said to the Chairman that scholarship could be given by competitive examination?—It may be by competitive examination or by nomination and selection.

25050. And you would draw your scholars from every University in India?—From every Province.

25051. But you would only have a very few scholarships to offer them, would not you?—For Assam you do not need too many.

25052. You would not always have scholarships to offer for Assam? Have you worked this out in proportion to your vacancies?—No, I have not.

25053. Would you have a vacancy in Assam once in nine years?—I have not worked it out.

25054. (Mr. Fisher.) You say in your answer to question (8) that there is an undue preponderance of the Anglo-Indian or European element in the Provincial Service in Assam. Do you

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think that that undue preponderance is in any way connected with the fact that you mention in answer to question (24), that the Indian members of the Service are not usually allowed to hold charge of any but the three subdivisions where there are no tea-planters?—I do not know really, but I see no reason why Indian members of the Service should not be allowed to hold charge of those subdivisions.

25055. They would like to have charge in all the subdivisions?—Yes, and it is fair to give it to them.

25056. I see you are in favour of a system of nomination to the Provincial Service?—At present.

25057. Is that an opinion which is generally held in Assam?—No. At present the appointments are made by nomination.

25058. Do most of your fellow members of the Provincial Service approve of the system of nomination?—I do not know about others, but I like it myself.

25059. You say that the present system of recruitment by nomination, under which the number of brilliant Assamese young men in the Service is steadily rising, is satisfactory, so far?—Yes, so far it is satisfactory.

25060. You think that, notwithstanding that, the Assamese might have a still further representation in the Service? You think they are not quite adequately represented as it is?—I do not think they are, but their number is rising, and it is to be hoped that the number will rise still more.

25061. So that on that score there is no great ground for dissatisfaction?—No.

25062. (Mr. Sly.) Can you tell us why you do not recommend examination as a suitable method of recruitment for the Provincial Civil Service in Assam?—Because the present system of nomination is working well. If I were to see it was not working well, I would have been in favour of the examination.

25063. Do you think an examination would work equally well?—I do not know how competitive examinations in other Provinces are working. I have had no experience of competitive examination.

25064. Do you think the Assamese would get a suitable proportion of appointments if a system of examination were in force?—I am not quite sure about it.

25065. (Mr. Gokhale.) I am not certain I have quite clearly understood what you advocate. Which do you prefer: simultaneous examinations with compulsory residence in England of two years, or the scheme of scholarships?—I prefer the system of scholarships if the scholarships are liberally granted.

25066. You say that in Assam the Assamese pay four times as much as the Bengalis?—Yes.

25067. In reply to the Chairman you said that was because there was a permanent settlement in Sylhet and only a temporary settlement in the rest of Assam?—Yes.

25068. Are Bengalis confined only to Sylhet?—No.

25069. There are Bengalis in the rest of Assam?—Yes, there are, but these people pay very little land revenue.

25070. That is not my point. Are there Bengalis in the rest of Assam outside Sylhet?—There are.

25071. And they stand in the same position as the Assamese so far as payment to the Government is concerned?—Those who have settled definitely in Assam.

25072. I am talking of those. The others who may be there may be paying the other taxes?—Yes.

25073. There is no difference so far as the people who are outside Sylhet are concerned?—There is not.

25074. Are there any Assamese in Sylhet?—Very few.

25075. If there are, they enjoy the permanent settlement?—Yes, but there are very few Assamese there.

25076. With regard to nomination working well in Assam, we have had a considerable body of evidence placed before us that one requires considerable influence under a system of nomination before one can get appointed. Is that the experience in Assam?—No.

25077. How are nominations made?—The District officers recommend some candidates, and the Commissioner and all the District Magistrates meet together and the candidates appear before them and the selection is made.

25078. The first stage is to secure a recommendation from the District Magistrate or the Deputy Commissioner or whatever he is?—No, the District Magistrates are not given the option of rejecting any application. All candidates have the right to appear before the Conference.

25079. But you said just now that the District Magistrates made recommendations to the Commissioners?—They send all the applications of the candidates to the Commissioners and the candidates are asked to appear before the Conference.

25080. If a District Magistrate does not recommend anybody, has that person a chance of being taken in?—No.

25081. Therefore the first stage is to secure a recommendation from the District Officer?—Yes, in that way it is.

25082. How is the District Magistrate to know the number of young men in his district who are anxious to enter the Government Service?—At present I think the District Magistrates know the number of educated Assamese because they are very few.

25083. Do you think the District Magistrate knows every one of them throughout his district in Assam?—I think he does.

25084. That means that there are only two or three applicants in a district, probably?—There are not more than that.

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MR. RADHANATH PHUKAN.

[concluded.]

25085. (Mr. Chaudh.) In the Provincial Service some are selected by competition and some by nomination and appointments are made by promotion from the Subordinate Service?—Yes.

25086. Can you tell me roughly what the proportion of those promoted from the Subordinate Service would be?—Only two appointments are made every year; one is directly recruited from outside and the other is given to the Subordinate Service.

25087. With regard to the large employment of Anglo-Indians and Europeans you speak of in your answer to question (8), how many years has that been in force?—Ten or twelve years I think; it was not so at one time. It might be twelve years.

25088. So that this large employment of Anglo-Indians has come in only during the last ten or twelve years?—Yes.

25089. And before that there were not so many Anglo-Indians?—No; there were Anglo-Indians but the proportion was small.

25090. Instead of the ten now, how many would there have been twelve years ago?—There were only three I think.

25091. Were those three all posted to the hill districts?—No.

25092. Who held most of those districts?—Members of the Indian Civil Service.

25093. Have there been any instances of Indian members being appointed and tried in these sub-divisions?—I am not aware of any except that on one occasion an Indian gentleman was appointed to hold charge of a sub-division for six months.

25094. Was there any trouble in consequence of his appointment?—No.

25095. Are these tea-planters a very law-abiding class of people?—They are.

25096. Why should there be any objection to an Indian officer being posted to a division where the population is law-abiding?—I see no objection myself.

25097. (Lord Ronaldshay.) You attach a great deal of importance to a European training for officers of the Indian Civil Service, and at the same time you think some of the posts ordinarily held by members of the Indian Civil Service ought to be listed for members of the Provincial Service?—Yes.

25098. But if they were filled by members of the Provincial Service they would be filled by officers who had not any European training, would they not?—Yes, but I do not say that European training is necessary for these posts. What I say is that European training is necessary for the Indian Civil Service because the members of the Service can aspire much higher than to listed posts.

25099. To what do you attribute the popularity of military officers in the Assam Commission? Is there any impression that military officers are drawn from a different class of people

or is it that the military officer during his earlier years undergoes a different form of training?—We find them very sympathetic.

25100. Why do you think they are more sympathetic than Civilians?—I do not know, but I know it is a fact.

25101. You cannot explain it?—Probably they mix more freely with the people.

25102. (Mr. Arbuthnot.) Can you give any figures with regard to the reduction of the Provincial Service in 1900, or any figures with regard to the number of Anglo-Indians or Europeans in the Provincial Service before 1900?—No, I have not got the figures.

25103. You wish to reserve two posts of District Magistrates?—Yes.

25104. Would that be just for any district or any particular district?—For any district in the Province.

25105. In the hills or in the plains?—Yes.

25106. And you wish to appoint Provincial Officers to any sub-division of the Province?—Yes.

25107. Either in the Frontier District or in the plains?—Yes.

25108. Indians?—Yes, Indians.

25109. You think they are just as fitted for these posts as European officers?—I think so.

25110. Or as Military officers?—Yes, as any other officer.

25111. You think an Indian Officer of the Provincial Service is as well fitted to hold charge of a Frontier District as a Military officer?—Yes.

25112. (Mr. Ahmed.) In reply to the President you mentioned the name of two officers who were appointed direct to the higher grades?—I withdrew that statement because I was asked not to mention the names.

25113. I do not want the names, but I want to know whether it was a case of direct appointment or transfer from other Provinces?—All I know is that they were appointed direct to our Service. They might have been transferred from other Provinces. I remember that one of them was appointed from another Province. He was getting Rs. 250 and here he was appointed to Rs. 600. I do not know anything about the other.

25114. Were they junior men from other Provinces?—He was comparatively a senior man who was getting Rs. 250, and he was getting here Rs. 600 at once.

25115. Was he sent to the hills or to the plains?—To the plains.

(Witness withdrew.)

(Adjourned till to-morrow at 10-15 A.M.)

18th February 1913.]

MR. KAMINI KUMAR CHANDA.

At Calcutta.

Tuesday, 18th February 1913.

TWENTY-THIRD DAY.

PRESENT :

THE RIGHT HON. THE LORD ISLINGTON, K.C.M.G., D.S.O. (Chairman).

THE EARL OF RONALDSHAY, M.P.

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

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

JAMES RAMSAY MACDONALD, Esq., M.P.

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

FRANK GEORGE SLY, Esq., C.S.I.

HERBERT ALBERT LAURENS FISHER, Esq.

And the following Assistant Commissioners :—

JOHN CAMPBELL ARBUTHNOTT, Esq., C.I.E.,
I.C.S., Commissioner, Surma Valley and
Hill Districts.KHAN BAHADUR MAULVI MUHIB-UD-DIN
AHMED, Under Secretary to Chief Com-
missioner.M. S. D. BUTLER, Esq., C.V.O., C.I.E. } (Joint Secretaries).
R. R. SCOTT, Esq.The following evidence was taken *in camera*.

MR. KAMINI KUMAR CHANDA, re-called.

25116. (Chairman.) You say in answer to question (5) "there was no disturbance in the districts which were in charge of Indian Magistrates, whereas the districts which suffered worst from disturbances were all under Englishmen." To what year are you alluding?—1906, 1907 and 1908.

25117. And to how many districts do you refer?—I have had experience in Comillah, Chittagong, Noakhali. Comillah was under an English Civilian Mr. Lees, and Noakhali under Mr. J. N. Gupta, and Chittagong under Mr. Dixon.

25118. What experience have you had of these districts?—I have been there several times; I was called to conduct cases in those places.

25119. Upon what authority do you make the statement that disturbances took place in those districts?—There were a number of well-known riots in Comillah which lasted for several days. For seven days there were riots going on in the town of Comillah. I have been there in connection with cases several times.

25120. What I want to know is upon what continuous experience do you make the positive statement that disturbances took place in districts presided over by Englishmen?—It is a matter of common knowledge that in Comillah there were disturbances, and throughout the district. It is very well known in Bengal that a man was shot down in the town of Comillah and the rioting went on in the town for several days continuously; and there were riots also in the sub-divisions of Comillah.

25121. Do you know the origin of those riots?—It was owing to the partition of Bengal, and that was the reason given in the finding of the Courts. There were also well-known riots in that part of the country, and accounts were published in all the newspapers.

25122. If the riots were due to the partition of Bengal, it was not due particularly to the fact that an Englishman was presiding over the district?—No, it was not that. It was due to the partition of Bengal. At that time an Englishman happened to be in charge of the district, but he could not anticipate the riots. What I mean is that the conditions were very unfavourable, and if an Indian had been in charge he might have been able to know what was going on and to prevent it. That was what was done in the other districts. At that time, owing to the partition of Bengal, public feeling was very high, and in almost every district there was trouble. In places where Indians were in charge the Indian officers were able to know how things were going much better than Englishmen, and they took precautions to prevent trouble. That is what I really wish to say.

25123. How many districts were there under the control of Indians?—Three. Noakhali under Mr. J. N. Gupta, Pabna under Mr. Mukharji, and Bogra.

25124. Were there any disturbances in those districts?—No, except in the subdivision of Pabna, which was in charge of an Englishman or Anglo-Indian Mr. Craven. At that time public feeling was very high between Muhammadans and Hindus and at any time trouble might take place, and the District Officer had to be very careful and keep himself well informed of what was going on in his district, and take precautionary measures to prevent any trouble.

25125. How long did these disturbances last?—They were going on from time to time for about three years.

25126. How long continuously did the most serious disturbance last?—The most serious disturbance was in the town of Comillah and lasted practically for a week, off and on.

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[continued.]

25127. Was that a conflict between Muhammadans and Hindus?—Yes.

25128. I gather from what you have told us this morning that these disturbances, in your judgment, were due to the agitation which arose owing to the partition of Bengal?—They were the outcome of that.

25129. They were not due in any shape or form to the fact that Englishmen were presiding over these districts?—No. What I said was that these things could have been prevented if the District Officer had been more in touch with the people.

25130. What reason have you for saying that if these districts, where the disturbances took place, had been presided over by Indians, the disturbances would have been averted?—The results show it. Comillah and Noakhali were side by side and the same conditions existed. Noakhali was in charge of an Indian and there was no disturbance; Comillah was in charge of an Englishman and there was disturbance. In Noakhali all the residents were freely consulted by the District Officer. In Comillah a complaint was made to the Commissioner, in the presence of the District Officer, that the District Officer would not listen to what had been said to him. That was said openly in his presence to the Commissioner. At Noakhali Mr. Gupta freely mixed with the people and knew what was happening in his district. The same thing happened in Bogra, I have been informed by persons who knew all about it.

25131. You also say in answer to the same question "I can name at least three instances from my district of the failure of the English official in emergencies." Please substantiate this?—In 1890 a British officer was killed by the Lushai Hill Tribe bordering on Cachar and a military expedition was sent out from Silchar. At that time the district was in charge of an English civilian, Mr. J. D. Anderson.

25132. What was alleged against him at the time?—I believe it was found by the Government that he had failed in his work as District Officer and he was transferred, and the charge was made over to Mr. leMesurier.

25133. What is your second case?—The second case was in the following year. I think it is well known that Mr. Quinton, the Chief Commissioner of Assam, was killed at Manipur where he went with a number of officers and military officers and a detachment of soldiers. When it was known that Mr. Quinton had been killed in the Palace three British military officers in the Residency ran away to Silchar and a court-martial was held upon them. That showed a lack of courage; they ought not to have run away like that.

25134. Will you now give us your third case?—The third case was in 1904 when a dacoity of an extraordinary character took place. A number of Kabulis came from Afghanistan to Hailakandi in Cachar with a view to commit dacoity in the house of a banker named Golok Chandra Shahaji. This was known to another Kabuli who knew the banker and who followed the dacoits to Delhi, and from Delhi he sent a wire to the banker to beware of the Kabulis as they were going to commit dacoity in his house. This Kabuli followed the

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gang to Calcutta and found that they had left for Hailakandi, and he sent another telegram to the banker saying the Kabulis had left Calcutta, and he also communicated the news to the Commissioner of Police in Calcutta, and the Commissioner of Police sent a wire to the Superintendent of Police at Cachar saying: "Thirteen Pathans headed by Abdul Hakim left six days ago to commit dacoity house of Golok Shaha, Hailakandi, on 9th or 11th instant; arrange to arrest the act." This telegram was received by the Superintendent of Police on the same evening. At that time the Inspector-General of Police of the Province, Mr. Davis, was there, and it was arranged that the Superintendent of Police should go out with a good number of Gurkhas to prevent the dacoity. The Superintendent of Police went out with a hundred Gurkhas and it came out at the time of the evidence in the case that he left the Gurkhas at some distance from the place and went on ahead himself in the evening to see what was going on. At 8 o'clock in the evening he found that the Kabulis were at work committing dacoity and firing crackers to prevent people coming near. He could do nothing. A number of village people assembled there and he told them to go away or they would be killed by the Kabulis. Although the Gurkhas were there, the Kabulis committed the dacoity and ran off with a large amount of booty. This was wired to Hailakandi, and the Inspector-General of Police, who was there at the time, received a wire at midnight and rode to this place, nine miles away, and found the Superintendent of Police asleep in bed. Of course he used very strong language. Afterwards measures were taken to arrest the gang, and telegrams were sent all round. When it was known that it was the work of Kabulis, the Sub-Divisional Officer of Hailakandi sent a wire to the Head Constable in charge of an outpost to arrest the Kabuli who was residing there. There was one man called Beg Mahomed that was going to be arrested early in the morning, and the Head Constable heard from a postal runner that he had seen about thirty Kabulis going along with what appeared to be the booty of the dacoity, and on the receipt of this information the Head Constable went out with a number of village people and coolies, unarmed, to arrest the gang, and he succeeded. I can read to you what was found at the trial with regard to this matter. "He (Kulochandra Dey) acted with great intelligence in following up the clue given by the postal runner Sundoomani, and leaving the direct orders of his superior officer to arrest Beg Mahomed to be executed by a subordinate, his activity in following up the clue, his organisation in getting the aid of coolies and *bustywallahs*, and his courage in surrounding the dacoits with an unorganised mob are also most commendable." He succeeded in surrounding the gang and arrested nine of them and afterwards in the course of time others were arrested, and the case was sent up. I was engaged by the Crown and the case ended in a conviction.

25135. As far as I can gather, you allege that the Superintendent failed in his duty, but that a Subordinate Indian Officer came in and saved the situation?—Yes.

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[continued.]

25136. You have now given three belated instances with regard to Europeans; can you now give us instances of Indians?—I cannot give them off-hand now as I did not think of looking that information up, but there was no complaint that they failed on any occasion.

25137. (*Sir Murray Hammick.*) With regard to your three cases, I understand that one took place 23 years ago in 1890 when a Mr. Anderson was transferred for misconduct in connection with some Lushai rising?—Yes.

25138. Your second case is the Manipur outrage, a very big matter, and I believe certain officers were court-martialled on that occasion for having misbehaved?—Yes, they ran away.

25139. The third case is a dacoity by Kabulis in some district in Cachar, where the Superintendent of Police was found to be asleep in the middle of the night when he ought to have been awake. Probably he might have been worn out by what he had been doing all day. The Inspector-General of Police happened to be on the spot and set matters right, and the Kabulis were surrounded and the loot was taken from them?—Not only that, but the Superintendent of Police was there and knew the dacoity was going to be committed and did not take precautions. Although he had a hundred soldiers with him and went purposely to prevent the dacoity, he could not prevent it.

25140. As regards the other cases, I understand you say that the riots in Comillah took place when the Deputy Commissioner was a European, and you think that if he had been an Indian it is very likely those riots would have been stopped?—That is so.

25141. If he had been an Indian, you think he would have known more about things going on in the district than Mr. Lees did?—Yes.

25142. And it is the same thing with regard to Chittagong?—There were no disturbances there.

25143. But that was in charge of a European, Mr. Dixon, and he kept off the disturbances?—Yes.

25144. (*Mr. Macdonald.*) I should like to be clear on one point which I think is the only point we need trouble ourselves about. Can you tell us in reference to the general disturbances which are known as the unrest which arose from the partition of Bengal whether the Indian officers in districts similar to those of the English officers took precautions which the English officers did not take?—That is my view.

25145. You have come here this morning to give us something more than your view. Can you tell us specifically what steps the Indian officers took which the English officers did not take?—I can say from experience that Mr. Gupta freely sent for the leaders and mixed with them freely and was in touch with the people of his district.

25146. And the English officers in similar districts did not take that precaution?—No, they had to rely mostly on the reports of Police officers. They did not mix freely with the people themselves.

25147. Was the political feeling in these two districts precisely the same?—Exactly the same.

25148. Do you mean to say that if there had been an Indian officer in Comillah taking the

same precaution that Mr. Gupta took in the neighbouring district there would have been no riots at all?—That is probable, but nobody can say with certainty.

25149. Is that your opinion?—Yes.

25150. You know the Comillah district sufficiently well to give that opinion from your own knowledge?—Yes.

25151. (*Mr. Sly.*) Let us take these districts which you have mentioned. You have compared Tipperah with Noakhali. What is the area of the latter?—It is smaller in size than Comillah.

25152. And the population?—Small.

25153. Is it about half?—I could not give the figure.

25154. Is it less than half?—It is smaller in area and smaller in population.

25155. Is it not the case that Tipperah has always had a bad name in connection with land tenures?—I do not know.

25156. Is it not the case that there is one very large estate in Tipperah district owned by the Nawab of Dacca?—I believe so.

25157. Has there not always been trouble, specially land riots?—I have not heard of it.

25158. Is not the district of Pabna a small district?—Yes.

25159. With a small population?—It is smaller than Comillah.

25160. How many sub-divisions are there in the Pabna district?—I have not been there and could not tell you.

25161. Then let us take the case of the dacoity. How long afterwards was it that the Inspector-General of Police came?—Six or seven hours after the occurrence. He rode from Hailakandi to this place nine miles off at midnight. I think he got a wire from the Superintendent of Police and at once started for this place.

25162. How long was it after the dacoity had occurred that he found the Superintendent asleep?—About seven hours after the attack. The dacoity took place about eight in the evening and this was two o'clock in the morning.

25163. The dacoity was all over by that time?—Yes, the dacoits had left and the Inspector-General found that nothing had been done.

25164. (*Sir Theodore Morison.*) You have mentioned among the disturbed areas three districts which were under the charge of Indians, and one district under the charge of a European. What happened in the other districts?—The districts were Barisal, Mymensingh, and Comillah.

25165. How many districts are there altogether in the whole province of Eastern Bengal?—There are four in the Dacca division and three in the Chittagong division, seven districts in all. I am leaving out Assam where there are two divisions, the Northern and the Assam Valley.

25166. Is it not a fact that altogether in the whole province there are something like 30 districts?—Taking Assam into consideration there will be more, but Assam does not count in this matter, as there is no question of Indian feeling there.

25167. Leaving out Assam how many are there?—I think there are five divisions.

25168. That means about 15 to 20 districts?—In all there are 26 districts including Assam, but

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[continued.]

leaving Assam aside I think there are 14 districts.

25169. Of which you have cited six. What happened in the other eight?—There was nothing of a serious character in the other districts, though I think there were disturbances more or less in almost all.

25170. You have mentioned three districts in which apparently officers in charge were not able to prevent disturbance, and I want to know now what happened in the other eight districts?—I think there was no serious disturbance in the other districts.

25171. Was there any political feeling in Eastern Bengal?—Yes; there was a disturbance in another district.

25172. To what do you attribute the quietness of those eight districts?—I could not tell you off-hand; I have only given you experience of the facts which I came across. There were disturbances in one or two places, but they were not of such a serious character as in Comillah, Mymensingh and Barisal.

25173. If you have eight districts managed by Europeans, all of which are quiet, and only three in which there are disturbances, do you think that makes out an overwhelming case?—Probably in those districts precautions were taken.

25174. Some officers did well whether Indian or English?—Or it may be the conditions were not so unfavourable as in other places.

25175. (*Lord Ronaldshay.*) These eight districts, I suppose, were in charge of European officers?—Yes.

25176. And they remained quiet?—Yes.

25177. Which is the district which you describe as your own district?—Sylhet and Cachar.

25178. You say you can name at least three instances from your district?—Yes, Cachar.

25179. Have you very much personal experience of Comillah?—A fairly large experience. I always go there every year in connection with cases, and I have also relations there.

25180. For how long do you go there?—I have been to Comillah since 1905.

25181. And how long do you stay each year?—That depends. On the occasion of the trial for the murder of Mr. Crab, I think I was there about three weeks continuously. I have to go there almost every month.

25182. Have you travelled over the whole district or stopped in one town?—I stay in the town and subdivisional headquarters. I go now and then into the interior when I go to see my relations.

25183. Can you say that you are thoroughly well acquainted with the whole district?—No, I could not say that.

25184. What authority have you for saying that, as the result of your own knowledge of the district, you think if there had been an Indian officer in charge these riots would not have taken place?—After all, the leading men knew all about the place, and I am thoroughly in touch with all the leading men of Comillah and we discussed the question very frequently.

25185. Do you say that is the opinion of all the leading men of Comillah?—That is so.

25186. Indians and Europeans?—There are not many Europeans in Comillah outside the officials. The Commissioner went there and all the leading men came to him, and in the presence of the District Officer specific charges were brought against the District Officer that he had full warning and took no steps.

25187. With regard to these three cases of failure of European officers in face of emergencies, what was the date of the last of these?—1904.

25188. When did the serious unrest begin to show itself in this country?—About 1906, I believe.

25189. You are not able to give any case of a European officer failing in face of an emergency during the whole of the time the serious troubles were going on in Bengal?—There was the case of Comillah and Barisal.

25190. But those are not cases of Europeans failing in face of emergencies?—I think it may be fairly said that they failed in face of emergencies.

25191. You give us three specific instances of European officers failing in face of emergencies, and I assume therefore that you have picked out the three most notable instance you know?—Yes, from my experience.

25192. Not one of these instances has taken place during the time when this serious unrest was going on in India, and I assume therefore you have no charge of that kind to make against European officers during the last 8 or 10 years?—Not of that kind.

25193. (*Mr. Arbuthnott.*) You have spoken about Mr. Anderson and the Lushai expedition of 1890, twenty-three years ago. Had not Mr. Anderson the reputation of being a particularly kind-hearted and sympathetic officer?—He was very kind to me shortly after I joined the Bar there, but I cannot say anything generally.

25194. Were not his difficulties chiefly about transport and coolies?—I could not give you the details. The Government decided on the case.

25195. Was he not unwilling to resort to severe measures in an emergency because he was kind-hearted and sympathetic?—I do not want to say anything about that.

25196. What were his difficulties?—The Government found that he failed in his duty and therefore he was transferred.

25197. In the other case you said the Superintendent of Police left his escort and found the dacoits committing dacoity. I suppose you think that he should have attacked them single-handed. How far was his escort away?—I believe he left it three or four miles away.

25198. When he went back to the place they had disappeared?—He did not go back to the place.

25199. But a few hours afterwards they had gone?—Yes. He ought not to have left his escort there. A number of people had assembled and he could have attacked the Kabulis by the agency of those people.

25200. Did not the Comillah riots occur immediately after the visit of Bipin Chandra Pal to Comillah?—Yes.

25201. How long was it after his visit?—A few days.

25202. Did he make speeches there?—Yes.

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[concluded.]

25203. He started his campaign in Cachar and marched right through the country down to Tuticorin making speeches everywhere and stirring up the people? Did he not visit several places, Cocanada and Comillah, and in those places riots occurred at once?—I do not think so. He visited Silchar and Sylhet, and there were no riots there.

25204. How long had Mr. Lees been in Comillah when these riots occurred?—I do not know.

25205. Had not he just joined the district?—I am not quite sure about that.

(The witness withdrew.)

The sitting of the Commission was then made open to the public.

BASIL COPLESTON ALLEN, Esq., I.C.S., Deputy Commissioner, 2nd grade, Khasia and Jaintia Hills (representing the Assam Administration).

Written answers relating to the Indian Civil Service.

25206 (2). In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—The existing system of recruitment by open competitive examination works fairly well in practice, but is, I think, susceptible of improvement. Success implies a certain degree of intellectual capacity and application in the candidate, but the examination is hardly any test of physique, moral character, or manners and tact. The medical examination eliminates those who have some positive disqualification, but to my knowledge will admit a man who is physically a miserable specimen. Service in India is extremely trying and credit should be given to those who have well developed bodies and strong vitality. I suggest that there should be selection in addition to the examination and that Indians should be recruited in India.

25207 (3). Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—The holding of the examination in London is clearly a serious obstacle to the admission of Indians to the Service. In reply to question (10) I suggest a remedy to what appears to me to be a genuine grievance.

25208 (6). If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose? Do you recommend a system based on any of the following principles:—(a) Selection by headmasters of schools approved or otherwise; (b) Selection by authorities in Universities approved or otherwise; (c) Nomination by headmasters or University authorities and selection under the orders of the Secretary of State; (d) Combined nomination and examination; (e) Any other method?—A system of pure selection or nomination would impose very great responsibility upon the authorities in whom this patronage was vested. A system of combined selection and examination would, I think, be feasible. I would suggest that an open examination should be held, and assuming that there were 40 vacancies to be filled a properly constituted Board should interview the candidates who had secured the first 80 places on the list and examine their testimonials. The men at the top would ordinarily be admitted on their marks alone, but lower down it might be found desirable to pass over a weakly creature with no address or presence for a strong young man whose

school career showed that he possessed the qualities that Government desires in its officers. It would, I believe, be possible to introduce some such modified system of selection without undue risk of favoritism of either individuals or classes.

25209 (7). What is your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?—I do not approve of "simultaneous examinations." Their introduction might easily result in the reduction of the European element of the service to an undesirably small proportion. An examination framed on the existing lines might possibly not be very favourable to Indians competing in this country, but once the principle of a simultaneous examination was accepted it would be difficult to resist the argument that it should be to some extent adapted to the Indian system of education. Indian boys develop earlier than Europeans, and if the age is lowered, as I propose, to under 19 it would add materially to their chances of success. A competitive examination open to the whole of India is, in my opinion, objectionable on the ground that an undue proportion of appointments would go to certain provinces and certain communities. The Indians recruited for the Civil Service should, I consider, be recruited from their own province. In Assam a Bengali is regarded as being almost if not quite as much a foreigner as a European.

25210 (10). If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which "Natives of India" would be selected in India for admission to the Indian Civil Service by means of (a) nomination; (b) combined nomination and examination; or (c) any other method? If so, please describe fully what system you would recommend. In particular, do you consider it desirable that whatever the system, all classes and communities should be represented? If so, how would you give effect to this principle?—I would suggest that in each province Government should determine the number of superior posts that could suitably be filled by Indians. A number of appointments slightly smaller than this would then be reserved for Indians who should be recruited in the province by a combination of examination and selection, in some respects similar to that suggested for the Indian Civil Service. Different classes and communities should as far as possible be represented, but in the existing conditions of the country, I do not consider it necessary, and doubt whether it is advisable, to select members of very humble castes for high office. I do

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not consider that any fixed proportion of appointments should be reserved for Indians; the conditions of each province should be examined separately. In Assam, owing to the very heterogeneous character of the population, the presence of a large number of savage tribes along the frontier, and the large non-official European population, the number of posts that can conveniently be held by Indians will be small.

25211 (11). If you are in favour of a system for the part recruitment of the Indian Civil Service by "Natives of India" in India do you consider that "Natives of India" should still be eligible for appointment in England, or would you restrict that right to other natural-born subjects of His Majesty?—If a separate examination is provided in India for Natives of India, Indians should be excluded from the examination in England. Provision might, perhaps, be made for the appearance in London of the sons of Indians who have become domiciled in Europe, as the children of Europeans who are domiciled in India are held to be Natives of India.

25212 (12). Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Services. If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Services?—If increased facilities are given for the appointment of Indians to the Indian Civil Service it would, I think, be advisable to reduce very largely the number of listed posts open to the Provincial Service, promotion from that service only being given in quite exceptional cases. The vested interests of the present members would require consideration, but posts to which Provincial Service officers were appointed would be deducted from the number of Indian Civil Service posts thrown open for competition in India. It seems doubtful whether in practice the promotion of Provincial Officers is the best way of introducing Indians into the ranks of the higher service. Such officers have not had the advantages of a European training, they have not quite the same prestige as the Indian Civil Service Officer, and in the nature of things they do not obtain their promotion till the latter part of their service, when their energies are beginning to flag. I would, however, give Local Governments the power to promote when they thought it advisable to do so. The Provincial Civil Service should, I consider, be made a thoroughly attractive service in itself and there would, I believe, be little difficulty in doing this. Socially the position of an Indian Deputy Magistrate is a very good one, and from the pecuniary point of view it is not unsatisfactory. In Assam, at any rate, and I believe elsewhere, there are comparatively few Indian gentlemen who can earn in business or the learned professions a larger income than that of a Deputy Magistrate. The following appear to be possible objections to the service as at present constituted:—(i) The number of appointments in the grades above Rs. 500 per mensem is small. In Assam only 3.3 per cent. of the Service draw more than Rs. 600 and 8.3 per cent. more than Rs. 500 a month.

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A small increase in the promotion of higher paid posts would not seem to be unreasonable. (ii) *Primâ facie* there would seem to be a case for allowing the subordinate executive service to rise to the same pay as the subordinate judicial service, i.e., Rs. 1,000 a month. (iii) A graded system of promotion is liable to work very unevenly, and a time-scale would no doubt be preferred. If these reforms were introduced, the Provincial Civil Service would, I believe, continue to be what it has been in the past, i.e., a very attractive service.

25213 (13). Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system that you would propose?—I am decidedly opposed to any separate method of recruitment for the Judicial Branch of the Indian Civil Service. I consider it a matter of great importance that judicial officers should possess an intimate acquaintance with the customs of the people and the system of administration, and that can be most conveniently obtained in the Indian Civil Service. An exclusively legal training either in England or in India would not, I believe, produce the most efficient type of District Judge.

25214 (15). If the system of recruitment by open competitive examination in England is retained, please state the age limits that you recommend for candidates at such examination, giving your full reasons. Do you consider that the age limits should be fixed to attract candidates of the normal school-leaving age in England, or candidates who have completed a University course, or candidates at an intermediate stage of education?—I am of opinion that the age for appearance at the competitive examination in London should be between 17 and 19 on August 1st. I propose August 1st as I desire to catch boys just as they are leaving school, and many boys remain at school till the end of the summer term in their 19th year. I advocate this change (i) because I consider that civilians at present come out to India too late, (ii) because I do not consider a University training the best kind of training that can be given to an Indian Civilian. Under the existing rules a civilian can serve for 35 years, and 35 years is not, I think, too long a time to allot as the working period of a man's life. But under the present system of recruitment this rule would allow a man to serve till he was 60. I am of opinion that it is to the interest neither of the individual nor of the country that a man should serve in India till that age. The duties of a senior civilian are usually very onerous. The work is done in a trying climate and often involves prolonged and uncomfortable travelling. Only men who are still in excellent physical condition can really do justice to such work, and there are comparatively few men over 55 in India whose physical vitality and energy are not sensibly declining. I would, therefore, fix the age for recruitment at 19, give two years training at home, and bring men out at the age of 21½. On arrival young civilians would be under training for two years, and at the end of that time should be fit to be placed in charge of subdivisions. I do not attach much importance to the outcry that was raised at one time against "boy magistrates." It is only natural

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that opposition papers should criticize the arrangements and the policy of Government, and such criticisms should not be taken too seriously. I came out in 1893 and was one of the first batch to be recruited under the higher age limit. It did not, however, seem to me that my predecessors who had been recruited at an earlier age were so markedly inferior to the men of my year.

25215 (18). What is the most suitable age at which junior civilians should arrive in India?—I would have recruits arrive at about the age of 21 to allow of their putting in a good spell of work in this country before advancing years render retirement advisable.

25216 (20). On what principle should the subjects for the open competitive examination be fixed? Do you accept the principle laid down by Lord Macaulay's Committee in 1854, and since followed, that "the examination should be of such a nature that no candidate who may fail shall, to whatever calling he may devote himself, have any reason to regret the time and labour which he had spent in preparing himself to be examined," and that the object should be to secure, not specialists in any particular subject that may be useful in a subsequent Indian career, but the ordinary well educated young man of the period?—The subjects prescribed for the competitive examination should be such as will be suitable for candidates appearing from a public school.

25217 (21). Please examine the table in Appendix I to these questions, which shows the various phases of the authorised syllabus of the open competitive examination, and state what changes, if any, are, in your opinion, desirable, differentiating between the cases of candidates (a) of school-leaving age and (b) of University-leaving age?—The subjects prescribed in Appendix I for the age limit period 17—19 seem suitable, but Sanskrit and Arabic should be omitted from the examination in London. They were presumably inserted for the benefit of Indian candidates and are clearly out of place in the examination of English school-boys.

25218 (23). Do you consider it necessary that certain posts should be reserved by Statute for officers recruited to the Indian Civil Service, and, if so, what posts and for what reasons? Please state in detail what alterations (if any) you recommend in the Schedule of the Indian Civil Service Act of 1861 (24 & 25 Vict., c. 54). [Attention is invited to the provisions of the Indian Civil Service Act, 1861 (24 & 25 Vict., c. 54) and of the Government of India Act, 1870 (33 Vict., c. 3), reproduced as Appendices II and III to these questions.]?—I think it desirable that certain posts should be reserved by Statute for officers recruited for the Indian Civil Service. If no restriction were placed upon appointment Government might be embarrassed by applications for nomination to remunerative offices.

25219 (24). Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service Cadre do you consider that "Natives of India" might, under present conditions, properly

be admitted?—Please refer to my answer to question (10).

25220 (25). Do you accept as generally satisfactory in principle the present system under which "Natives of India" are recruited partly through the medium of an open competitive examination in England, and partly by special arrangement in India, in accordance either with rules framed under the provisions of section 6 of the Government of India Act, 1870 (33 Vict., c. 3), or with the provisions of the Indian Civil Service Act, 1861 (24 & 25 Vict., c. 54)? Do you recommend any alterations in this system, and if so, what?—Please refer to my answers to questions (10) and (12).

25221 (27). Have the "Natives of India," recruited by means of open competition in England, proved, on the average, as efficient as the European members of the Indian Civil Service of the same standing and recruited in the same manner? Has it been found possible and expedient to employ them in all branches of the Administration, whether on executive or judicial duties?—There are no "Natives of India" now serving in Assam who were recruited to the Indian Civil Service by means of open competition in England.

25222 (29). What experience have you had of military or other officers who have been specially recruited in India to fill Indian Civil Service posts, and how many such officers are employed in your Province? Please distinguish in your reply between (a) military officers, and (b) others; and give details of the latter?—There are at present nine military officers in the Assam Commission, which contains no officers other than members of the Indian Civil Service and military officers. Since 1896 no military officers have joined the Commission.

25223 (40). Please now turn to the Indian Civil Service Act, 1861 (24 & 25 Vict., cap. 54), which will be found in Appendix II, to these questions, and say how many "Natives of India" have been appointed permanently to posts in your province under its provisions during the last five years, giving names and the nature of the posts so filled?—Subject to the approval of the Government of India, Khan Bahadur Muhib-ud-din Ahmad, a member of the Provincial Civil Service, was, in November 1912, appointed to be Under Secretary to the Chief Commissioner.

25224 (41). Are there any other ways in which "Natives of India" are appointed to your Province to Civil Service posts?—The answer is in the negative.

25225 (43). What is your experience of the results of the existing system under which successful candidates in the open competitive examination are required to undergo a probationer's course of instruction in England? Do you recommend the continuance or abolition of this system?—I consider that a probationer's course of instruction in England is essential.

25226 (44). What should be the duration of the probationer's course in England (a) under the present system of the open competitive examination, (b) under any modification of that system recommended by you?—Under the present system of examination it seems to me

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impossible to extend the existing course in England. As it is, candidates come out too old and rather weary of their protracted studies. If recruitment under 19 is adopted there should be a two years' course at home.

25227 (45). Do you consider it desirable that probationers should be required to spend their period of probation in England at an approved University?—I do not think that probationers should spend their period of probation at a University. I was for four years at Oxford and do not consider it a suitable training ground for young civilians. It is no school of manners. A man who came up slovenly and uncouth went down at the end of his time very little improved. The dons were not, as a rule, regarded with great respect or admiration by the average undergraduate, and on this account had little influence over them. This absence of respect for their seniors and sense of satisfaction with themselves contributed to the development of the "Oxford manner" which is generally considered unattractive. The place is so large that it is full of sets, like consorting with like, and thus stereotyping faults of character and manner instead of removing them. Oxford seems to me to be hardly a training ground at all. A young man reads, or does not read as the case may be, a certain course of study, and is influenced either for good or ill by the other young men with whom he chooses to associate. I think that we should aim at doing more than this.

25228 (48). If you do not advise attendance at an approved University during the period of probation in England, what alternative course of study do you recommend?—I advise a probationary period at a special institution.

25229 (49). Would it, in your opinion, be desirable to establish a separate institution in England for this purpose, and, if so, under what conditions?—I consider it very desirable that a separate college should be established at which should be trained as far as possible all recruits required for Indian services. The advantages would be (i) the creation of a spirit of *esprit de corps* and the opportunity that the college would afford probationers of forming friendships with men of other provinces and other services; (ii) it would be easier here to adapt the course of study to Indian requirements; (iii) more attention could be paid to the development of character and to smartness of appearance and general polish. A quasi-military discipline should be enforced, and the Principal should, if possible, be a military man.

25230 (50). If a probationer's course is continued in England, do you accept the principle laid down by Lord Macaulay's Committee in 1854, that successful candidates in the open competition should be considered as having finished their general education and that their future studies should be such as have a special tendency to fit them for their calling? Does your answer apply equally to candidates who pass the open competitive examination after leaving school and to those who do so after completing a University course?—I accept the principle of Lord Macaulay's Committee in both the cases specified.

25231 (51). Please examine the statement printed as Appendix VI to these questions,

showing the courses of studies prescribed for probationers in 1891 and 1912, and state what alterations (if any) you desire to recommend in the present course (a) under the existing system of the open competitive examination, and (b) under any modification of that system recommended by you?—From the subjects prescribed for the final examination of 1891 I would omit the classical Indian languages. It is desirable no doubt for scholars to be acquainted with these languages, but for the man of affairs there are other branches of study of greater importance. I would add inductive and deductive logic, and I would prescribe text-books on the manners and customs of the people of the various Provinces. Such text-books would probably have to be compiled, but there is much material available in ethnographic works, census reports, gazetteers, etc. It is very desirable that probationers should come out to India with some knowledge of the manners and customs of the people from the Europe-returned Indian to the simple villager. If possible, a separate history for each province should be prescribed in addition to the general history of India. Gait's history would be an admirable text-book for Assam. Accounts of recent events in India such as Buckland's "Bengal under the Lieutenant-Governors" would also, I think, be useful for recruits going to the Provinces with which they deal.

25232 (52). In particular, please state your opinion as to the desirability during the period of probation of (i) compulsory attendance at Law Courts in England and reporting of cases; (ii) the teaching of Indian Law in addition to the general principles of jurisprudence; (iii) the teaching of the grammar and text-books of Indian languages with or without any attempt at colloquial instruction; (iv) the teaching of (a) Indian Geography, (b) Political Economy, (c) Accounts.—I approve of all these proposals except with regard to the teaching of accounts. Special stress should be laid on colloquial instruction. It would, I imagine, be possible to recruit a person of the *chaprassi* class for each of the languages taught with whom the probationers could practise conversation.

25233 (53). Do you consider that the probationer's course of instruction can best be spent in England or in India?—In England.

25234 (54). What is your opinion of a proposal to start at some suitable place in India a college for the training of probationers of the Indian Civil Service and possibly of other Indian services recruited in England?—In India young civilians can, I think, best be trained by being posted to a station under the supervision of a specially selected Collector. They will there see work actually being done. After two years in England practical experience is needed more than theoretical instruction, of which they have already had a fair amount.

25235 (55). What is your opinion of a proposal that each provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—In India young civilians can, I think, best be trained by being posted to a station

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under the supervision of a specially selected Collector. They will there see work actually being done. After two years in England practical experience is needed more than theoretical instruction, of which they have already had a fair amount.

25236 (56). In the report of the Treasury Committee appointed to consider the organisation of Oriental Studies in London (1909), the view is taken that the preliminary training in Oriental languages and in law required by probationers can be given better in England than in India, because of the difficulties which junior civilians would experience in learning these subjects in India, the lack of good teachers in Indian district headquarters, the difficulty of even good Indian teachers appreciating the European student's point of view, and the difficulty of arduous study in a tropical climate. Do you consider that these objections could be met by a suitable scheme of instruction in India?—I am decidedly of opinion that the theoretical period of instruction should be passed in England.

25237 (58). In particular, if a period of probation is recommended for such officers, do you advise that it should be passed in England or in India?—Indian civilians recruited in India should be sent for training to the college in England. It is most desirable that they should come in touch with European ideas and habits of thought and the conditions at the special college should be very favourable for their development on wholesome lines.

25238 (74). Please show in a tabular statement for the last five years, quarter by quarter, with footnotes, giving the names, the total net number of officers who have failed to obtain promotion in accordance with the principles set out in the preceding questions, and say whether any inconvenience, and, if so, what, has been caused thereby to the Administration?—The Province of Assam came into existence only on the 1st of April 1912. The following statement shows the officers who failed to obtain promotion in accordance with the principles set out in questions (72) and (73). No inconvenience has been caused to the Administration.

	Quarter ending 30th June 1912.	Quarter ending 30th September 1912.	Quarter ending 31st December 1912.
Number of officers who, having completed over two years' service, failed to obtain promotion.	2(a)	2(a)	6(b)

NOTE.—(a) The officers in question are Mr. W. J. Arbuthnot, I.C.S., and Mr. J. H. Hutton, I.C.S., both of whom began their service in 1909.

(b) To the names of Messrs. Arbuthnot and Hutton must be added those of Mr. K. Cantlie and Mr. H. G. M. Vickers, who began their service in 1910, and Messrs C. G. G. Helme and G. C. Sankey, who came out in 1909 and 1908, respectively.

25239 (75). Please now see the statement marked AA and the list marked—Assam = I, which have been reproduced in Appendix VII to

these questions, and say whether they are correct for your Province. If not, please state what amendments are necessary?—The statement and the list are correct, except that the salary of the Chief Commissioner is Rs. 4,666-10-8 and not Rs. 5,166½. Under the provisional orders of the Government of India the Chief Secretary draws a local allowance of Rs. 400, and the Inspector General of Police one of Rs. 250 *per mensem*.

25240 (76). Is any difficulty experienced by the Administration in working with the number of superior posts shown in the list for your Province? Do all the posts entered as superior carry a salary of more than Rs. 1,000 *per mensem*, and are they all such as are ordinarily held by officers in the Indian Civil Service? If not, what changes, if any, do you suggest?—No difficulty is experienced in working with the number of superior posts shown in the list for Assam. All the posts entered as superior carry a salary of more than Rs. 1,000 *per mensem*, and all are such as are ordinarily held by officers of the Indian Civil Service.

25241 (77). Does the number of superior posts shown as held directly under the Government of India correspond with the actual experience of the last five years? If not, please give particulars of the discrepancies, and say whether you consider any change of practice in this respect to be desirable. Attention is invited in this connexion to List J in Appendix VII to these questions?—As already stated, the province of Assam has been in existence only since the 1st of April 1912. The only officer of the Assam Commission, who holds a superior post directly under the Government of India, is Lieutenant-Colonel Cole, C.S.I., who is Director of Temporary Works at Delhi.

25242 (78). Does the number of superior posts allowed for temporary appointments and deputations correspond with the actual experience of (say) the last five years? If not, please give particulars of the discrepancies and say whether you consider any change of practice in this respect to be desirable?—Details cannot be given.

25243 (80). Does the allowance of 39 per cent. on the number of superior posts give the right number of junior officers for the work of the administration of your Province? If not, please state what excess or deficiency in your opinion exists, giving your reasons in detail?—No difficulty has so far been experienced, and no definite opinion can be expressed after so short a period of working.

25244 (81). Junior officers are considered to be under training during the first two years of their service. Does this approximate to the actual conditions? If not, what alteration is necessary in the percentage of 15.5 allowed for training? (82). Does the leave allowance of 32.7 per cent. for superior posts, 6.7 per cent. for inferior posts, and 6 per cent. for training posts, approximate to the actual conditions? If not, please state what alteration is desirable? (83). Does the annual decremental rate of 4.17 per cent. on the total strength of the service correspond with the actual experience of the last 20 years? If not, please give the actual facts for this period and suggest a suitable figure, with

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reasons in support of the same?—(81-3) The province has not been in existence long enough for definite replies to be given.

25245 (84). Does the theoretical strength of the Service correspond ordinarily with its actual strength? If not, please state the facts and, in particular, offer any remarks which may suggest themselves with regard to the existing discrepancy shown in the statement marked BB which is included in Appendix VII to these questions?—Two new recruits joined in November 1912, and the actual strength of the Service is now 50 against the theoretical strength of 48.

25246 (86). State the principles on which the annual indent for recruitment to the Indian Civil Service is regulated. Do you consider that accurate results are attained thereby? If not, what alterations do you recommend?—The annual indent for recruitment to the Indian Civil Service is prepared in accordance with the instructions conveyed in Home Department letter No. 656, dated the 4th June 1909.

25247 (88). To what extent are the functions of the Officers of the Executive and Judicial Branches of the Indian Civil Service differentiated? Is any change desirable and, if so, in what directions?—There is the usual combination of Executive and Judicial functions in the person of the District Magistrate. For the six Assam Valley districts there is a District and Sessions Judge, whose services are lent by the Government of Bengal, while the Deputy Commissioners exercise the functions of a Subordinate Judge. The district staff of Assistant Commissioners and Extra Assistant Commissioners dispose of Civil and Criminal business and assist the Deputy Commissioner in his executive and revenue duties. In practice, however, the business of trying civil suits is largely made over to specially selected Extra Assistant Commissioners, who are relieved of other duties, and are virtually Munsifs. In Sylhet there are a District and Sessions Judge, an Additional District and Sessions Judge, and two Subordinate Judges, while minor civil suits are tried by regular Munsifs. All these officers belong to the Bengal Cadre, and are lent to Assam. The District and Sessions Judge and the Additional District and Sessions Judge have jurisdiction over the district of Cachar also, as has one of the two Subordinate Judges. There are no separate Munsifs in the district of Cachar, where minor civil suits are tried by Extra Assistant Commissioners in the same way as in the Assam Valley. No changes are at present called for.

25248 (90). Please see the two statements contained in Appendix VIII to these questions showing the various rates of pay drawn by officers holding posts in the Indian Civil Service Cadre and the grading of each class of post for the different Provinces, and say whether they are correct for your Province?—The statements are correct except that the Chief Commissioner draws Rs. 4,666-10-8.

25249 (92). Are the present rates of pay and grading suitable? If not, what alterations do you recommend?—I do not consider the present rates of pay and grading suitable. I will here refer to the question of pay and in reply to

question (99) to the drawbacks of a graded system. The present rates of pay for Magistrates and Collectors in Bengal was fixed in 1874. It will, I imagine, be conceded that taking it all round the conditions of service in India then were quite as attractive as they are at the present day. No one, I think, could seriously contend that there had been such an increase in the amenities of a civilian's life as would justify a reduction of his salary. The rate of exchange in 1874 was 1s. 10d., it is now 1s. 4d. The result is that even with the addition of exchange compensation allowance, the sterling value of a first grade Collector's pay is £564 per annum less than it was in 1874. During the last 38 years the cost of living in India has gone up enormously and there has been a great rise in the standard of comfort and of incomes in England. Even if exchange had remained at 1s. 10d., a first grade Collector of to-day would have been a poorer man than his predecessor of 38 years ago; the fall in exchange has hit him very hard. I may add that promotion in 1874 was better than at the present day. The officer at the bottom of the first grade of Collectors had only 17 years' service and several senior to him in the grade had even less. The senior second grade Collector had 16 years' service. In Assam the junior first grade Deputy Commissioner has 21 years' service, the senior second grade Deputy Commissioner has 19 years' service, and there is no likelihood of his getting into the first grade for another two years.

25250 (94). Do you consider it desirable that there should be uniformity of payment for similar kinds of work in all the Provinces, and does any dissatisfaction on this score exist in your Province, and, if so, what?—I consider that in the younger Provinces the pay of Secretaries should approximate more closely to the pay given to Secretaries in Bengal. In Eastern Bengal and Assam the Chief Secretary was of Commissioner's rank and received little more than Commissioner's pay. The two other Secretaries received allowances of Rs. 250 *per mensem* in addition to their grade pay. In Assam the second Secretary receives only his grade pay. The work is very hard, the cost of living at head-quarters is much greater than at out-stations, and the appointments on these terms are simply not attractive.

25251 (96). If abolition is recommended with compensation in the form of increased salaries what is your opinion regarding the grant of a similar increase of salary to those members of the Service who now draw no exchange compensation allowance?—There are no members of the Service in Assam who do not draw exchange compensation allowance.

25252 (99). What is your opinion regarding the substitution for the existing graded system of promotion of a time-scale of salary? If you are in favour of a time-scale, should it be restricted to the lower grades of the Service or not?—The system of distributing officers discharging precisely similar duties into grades and assigning different rates of pay to these grades is only satisfactory when there is a fairly even flow of promotion. When a block occurs it is bound to produce grave discontent. Such a block is now forming in Assam and has, I believe

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formed in the Punjab and the Central Provinces. A short time ago the average period taken to secure confirmation in the first grade of Collectors was as follows:—Eastern Bengal and Assam 17½ years, Bengal 19½ years, United Provinces 13½ years. It is impossible to forecast the prospects of promotion with mathematical precision, but, as far as I can ascertain, during the next ten years no civilian in Assam will be confirmed in the first grade of Deputy Commissioners with less than 21 years' service, and most will have from 23 to 27 years' service at the date of confirmation. This serious retardation of promotion is aggravated by the fact that there is comparatively little officiating promotion, and by the later age at which officers have come to India since 1893. If nothing is done to improve the position the second grade Deputy Commissioners in Assam in 1920 will have from 21 to 24 years' service, and officers with 20 years' service will still be in the third grade of Deputy Commissioners. Officers with ten and eleven years' service will still be 3rd grade Assistant Commissioners on a substantive pay of Rs. 500 a month. These gentlemen will be 34 or 35 years of age, and, even though their substantive and officiating pay will amount to Rs. 766 a month, these are not emoluments calculated to attract capable young men to India. A time-scale has recently been sanctioned for Indian Civilians serving under the Foreign Department. I have compared the salaries which will be drawn in 1920 by officers in Assam under the graded system with those to which they would be entitled under the Foreign Department time-scale. Of the 35 officers who, I calculate, will still be in the Province, 9, allowing for officiating promotion, would be drawing approximately the same pay as under the time-scale, but only six could actually count on drawing this pay. Of the remaining 26

4 would be drawing more than Rs. 600 less than under the time-scale.				
3	"	"	"	Rs. 500
12	"	"	"	Rs. 400
4	"	"	"	Rs. 300
3	"	"	"	Rs. 200

I consider therefore that a time-scale is urgently needed in Assam. In view of the fall in exchange it is for consideration whether the rates of pay should not be higher than those prescribed in the Foreign Department scale. It must be borne in mind that we require to attract to India a certain number of men of quite the first class, and if the impression arose in England that the Service had lost most of its former attractions young men of the highest calibre might not wish to enter it.

25253 (102). If you recommend any system of time-scale of pay, please describe it, and state what conditions should be laid down in regard to the grant of increments, promotion to superior grades, charge allowances, and other matters of importance? How do you propose to apply such time-scale in Provinces where the scale of pay of the judicial and executive branches of the Service is different?—The provisos attached to the Foreign Department time-scale, restricting the pay of officers who are not reported to be fully qualified for the charge of a superior post and of officers not actually holding superior posts, and

giving charge allowances to junior officers in superior posts, seems suitable. It is, however, for consideration whether the scale of pay should not be raised to compensate to some extent for the fall in exchange and the increased cost of living.

25254 (119). Would a non-contributory system of superannuation pensions, varying in amount with the amount of salary drawn at the time of retirement, be preferable in the interests either of the Government or of the members of the Indian Civil Service?—It is, I venture to think, a matter for consideration whether the existing pension should not be improved. Theoretically an Indian Civilian draws a pension of £1,000 a year, but actually he draws £956-5-0 if a married man and £978-3-0 if a bachelor. The pension given by Government is, I believe, £600, the balance being provided from the subscriptions of the Service. £600 is less than the pension that can be earned in the Indian Army.

25255 (121). In particular, what is your opinion of the arrangement by which members of the Indian Civil Service, who are appointed Judges of High Courts, obtain special pensions of £1,200 a year after 11½ years' actual service as Judges? Do you recommend any change in the present conditions?—It would, in my opinion, be exceedingly invidious to give a Civilian Judge of the High Court a smaller pension than that allowed to other Judges.

25256 (122). Do you consider that a similar system should be applied to the cases of high Executive officers, and, if so, to which? Please state the amount of pension and the conditions which you recommend as suitable?—It seems anomalous that a Lieutenant-Governor should receive a smaller pension than a Judge of the High Court. Pensions should, I consider, be awarded at a higher rate to Heads of Provinces and members of the Executive Council of India. The principle of enhanced pensions for officers holding the higher appointments is recognized in other Services.

Written answers relating to the Provincial Civil Service.

(There is no Judicial Branch of the Provincial Civil Service in Assam, the officers of that branch, who serve in Sylhet, being borne on the Bengal Cadre, and lent to Assam.)

25257 (3). Please see the statement showing the constitution of the Provincial Civil Service, reproduced as Appendix B to these questions, and state whether the information is correct for your Province. If not, what alterations are required?—The information given in the statement is correct.

25258. (4). Please state the different systems of recruitment that have been adopted for the Provincial Civil Service, the periods for which they were in force, and the number of officers recruited year by year in your Province under each system since its formation?—Since the Province of Assam was originally formed in 1874 appointments to the Provincial Service have

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been made only by selection. Officers have sometimes been admitted direct and sometimes promoted from the Subordinate Executive Service, but in no case have appointments been made on the results of a competitive examination.

25259 (5). Please state the number of natural-born subjects of His Majesty other than "Natives of India" recruited in your Province in each year?—No natural-born subjects of His Majesty other than "Natives of India" have been recruited.

25260 (7). To what extent are non-residents of the Province employed in your Provincial Civil Service? Do you consider that only residents of the Province should ordinarily be recruited?—Apart from officers of European descent the Provincial Civil Service of Assam contains only six officers who are not residents of the Province.

25261 (8). Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—On the whole all classes and communities of the Province are fairly represented in the Provincial Civil Service. Before new appointments are made, statements showing the proportion of each class or community to the total population of the Province, and the number of appointments already held, are consulted.

25262 (9). What is the system of training and probation adopted for officers of the Provincial Civil Service? Do you consider it satisfactory, and, if not, what alterations do you recommend?—The selected candidates remain on probation for not less than one year. On the expiry of this period, if they have passed the prescribed tests in law and languages, they are eligible to be confirmed as vacancies occur. During their period of probation they receive practical training in the duties which they will ultimately have to perform.

25263 (12). What is the system on which the strength of the ^{Executive}_{Judicial} Branch of your Provincial Civil Service is fixed? Do you consider it satisfactory, and, if not, what alterations do you recommend?—There is no Judicial Branch of the Provincial Civil Service in Assam. The strength of the Executive Branch was fixed by giving Assam its share of the posts actually sanctioned for the late Province of Eastern Bengal and Assam. These posts provide the staff accepted as necessary for the performance of Judicial and Executive duties at district and subdivisional headquarters; allow for Personal Assistants to the two Commissioners, and for an Assistant to the Director of Land Records; and give Assam its share of the appointments which were specially sanctioned for Survey and Settlement work, and were added to form a leave reserve.

25264 (13). In particular, is the leave reserve adequate, and the system on which it is graded suitable?—There is no reason to believe that the leave reserve is not adequate.

25265 (14). Is there any reserve for officers under training and is it adequate?—Two probationers may be recruited annually, and

these, until they are confirmed, take the place of a reserve for officers under training.

25266 (15). What is the annual rate of recruitment and how is it fixed? Has it worked well in practice and does it secure an even flow of promotion?—The annual rate of recruitment works out to two appointments, calculated at 3.82 per cent. of the total strength as laid down by the Government of India in Home Department letter No. 543, dated the 27th July 1906. As the Province has been in existence only since the 1st of April 1912, it is impossible to say whether the rate works well, and will secure an even flow of promotion.

25267 (16). To what extent is any system of selection for appointments to the higher grades enforced? Is any change of practice required in this respect?—Up to the 5th grade of Extra Assistant Commissioners on Rs. 400 *per mensem* promotion goes ordinarily by seniority. Promotion to the 4th grade on Rs. 500 *per mensem* is given by selection.

25268 (18). To what extent are the functions of the officers of the executive and judicial branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?—The only officers employed entirely on executive duties are those working under the Excise and Settlement Departments. In the district of Sylhet there are separate Munsifs belonging to the Bengal Cadre, and lent by that Government, and the Extra Assistant Commissioners perform magisterial and executive duties, but do no Civil work. In the Assam Valley districts the Extra Assistant Commissioners, besides performing magisterial and executive duties, also dispose of Civil business. There are no separate Munsifs, but certain selected Extra Assistant Commissioners, who have had a legal training, are employed almost exclusively in the administration of Civil Justice.

25269. (19). Are you satisfied with the existing arrangements by which certain posts, ordinarily filled by members of the Indian Civil Service, are listed as open to officers of the Provincial Civil Service of proved merit and ability, and is the system followed in making appointments to these posts suitable? If not, what alterations do you suggest?—There are no listed posts in Assam.

25270 (29). If you recommend any kind of time-scale of pay, please describe the scheme that you propose and state what conditions should be laid down in regard to the grant of increments, promotion to superior grades, charge allowances and other matters of importance. How do you propose to apply such time-scales in Provinces where the scale of pay of the executive and judicial branches of the Service is different?—Improvements in the conditions of service have recently been sanctioned or are in contemplation for the Provincial Services of the Forest Department, the Police Department and the Education Department. The prospects of the Provincial Civil Service would therefore seem to require examination or there is risk of the best men available being attracted elsewhere. Graded systems are on general grounds unsatisfactory, and I would therefore advocate a time-scale somewhat on the following

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lines: 250—⁵⁰/₃—400 with a limited number of appointments in a time-scale 400-600 and 600-800. The precise details would have to be worked out with reference to the scale adopted in other Services. Pay at this rate would, I believe, successfully compete with the prospects open to our officers in Assam outside Government service.

25271 (45). To what extent do members of the Provincial Civil Service subscribe for

the benefit of their families to the Government General Provident Fund, or to other official or officially recognised funds? Are any further facilities required, and what arrangements of this kind do you consider to be necessary?—European and Anglo-Indian officers are required by rule to subscribe to the Government General Provident Fund. Of the 51 Indian officers of the Assam Provincial Civil Service 23 subscribe voluntarily to the Fund.

MR. B. C. ALLEN called and examined.

25272. (Chairman.) You are a Deputy Commissioner in Assam?—I am.

25273. On what experience are the opinions you give based?—I served for twelve years in Assam before the partition of Bengal, and then I went to Eastern Bengal for two years and was in charge of the Dacca district. On returning from leave at the end of 1908 I was for eighteen months Secretary to Government, and since then I have been Deputy Commissioner of the Khasia Hills.

25274. You favour separate recruitment for Europeans and Indians, and you would like to see the recruitment of the former made in England and of the latter in India?—Yes.

25275. In both cases you would allow for a combination of nomination and examination?—Yes.

25276. You suggest that the nomination should take place subsequent to the examination, do you not?—Yes.

25277. Do you apprehend that that would deter candidates from entering for the examination?—No, I do not see why it should.

25278. Do you mean that there should be a competitive examination?—Yes, in England. I have not thought out the Indian arrangements so precisely, but in England I propose there should be a competitive examination as at present.

25279. Will the names of the candidates be published after the examination, and then be submitted to a Board for a decision on the point whether the successful ones should all be selected or whether some of those who were not successful should be put over their heads?—I would not propose to publish the list of candidates. The Board of Examiners should see the order in which the candidates have passed and should then select the men they think to be the fittest. I do not consider that the fact that a man passed a competitive examination really gives him any claim to be appointed to the Service.

25280. I was not asking you so much from the point of view of a claim to be appointed to the Service as from the point of view of the popularity of the Service. What advantage do you see in making the selection after the examination has been completed in preference to selecting before the candidates go in for the examination?—I think it will be easier to select after examination. You are selecting a certain number of men from a large body of candidates, and unless you know all the men intimately it is very difficult to arrange them in any degree of merit.

25281. Do you think you would get to know them any more by your method?—No, but I propose that the selection should only be a modified form of selection. *Ceteris paribus*, I would appoint the man who gets the greater number of marks, but supposing the man who had got a large number of marks was not a very attractive specimen in other ways, if he appeared to be physically rather a weak man or appeared to be undesirable in any other way, he might be passed over for a man who had fewer marks but who seemed to be more attractive in other ways.

25282. Would it not be easier to discover those defects prior to the examination and thus avoid having to pass over a successful candidate afterwards?—I think it would be difficult to rule out men straight away; it is so much a question of degree.

25283. Would it not be more difficult to rule them out afterwards?—I would not allow them to know they had passed the examination. The system of selection would be rather like the *vivâ voce* examination at the end of a University examination: the men would not know the places they had taken.

25284. What would be the effect on the minds of candidates going up?—I do not think it would deter them very much. I do not think it would produce any serious effect, or at any rate that is my personal opinion.

25285. With regard to the Indian proposal, I understand you would select certain candidates from each Province?—I would.

25286. Would that selection take place prior to the examination in India?—I think probably in India it would be better to select before examination.

25287. The number of candidates from each Province would be in accordance with the number of posts available?—Yes.

25288. Do you propose they should all be collected together in one centre for the examination, or that there should be separate examinations in the various Provinces?—I think it should be possible to arrange for separate examinations in each Province, but that is a detail I have not thought out.

25289. Would the standard of examination be similar to that of the open examination at home?—I believe the system of instruction over here is rather different from the training the ordinary boy gets at home, and probably the examination ought to differ a little. The examination at home, I think, is largely settled by our public schools, and as long as they continue

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to teach the sort of things they are teaching now we must examine candidates in those subjects.

25290. You would be prepared for a different syllabus?—Yes.

25291. But you would not be in favour of an examination of an inferior standard?—The standard of the examination largely depends on the competition. It might be easier to pass the examination out here than at home because there might not be such highly qualified competitors. The difficulty of an examination largely depends on the number of people who go up for it. If the number of posts are limited, I would have the same class of questions.

25292. Would you, as nearly as possible, have the examination of the same standard as the one in England so that there could be no arguing that those who entered through the Indian door were inferior to those who entered through the English door?—I would not suggest anything of that kind; the two examinations should be ranked as equal.

25293. I ask you that pointedly because we have had many witnesses before us who have argued against a separate examination upon the ground that it would be an inferior examination, and that therefore the candidates would be stamped with a badge of inferiority?—I do not attach the slightest importance to that argument.

25294. Then after the examination your proposal is to bring all the successful candidates, both European and Indian, into a central institution for a probationary period of two years?—Yes.

25295. Where would you suggest that this institution should be established?—I can hardly offer an opinion about that; I think it is more for the people at home. Some suitable place would have to be found more or less in the country, like Coopers Hill.

25296. Would you suggest that the candidates during their period of probation should have an opportunity of studying Law in London?—Yes, they should be allowed to report cases in the Courts, because I am told that is an admirable training. I did not go through it myself, but it is said to be very good.

25297. You appear to have a strong objection to the University course?—Yes, I do not think that is at all a suitable course.

25298. How have you come to that opinion?—I am judging from my personal experience of four years spent in the University.

25299. Do you not look back on that period with any satisfaction?—I would not go so far as to say I did not, for it was a very pleasant time. But things that are pleasantest are not always the things that are best for us.

25300. Why would you like to see a new departure?—I do not think there is enough discipline at the University; people are allowed to develop on their own lines too much.

25301. You set store by the idea that all who are coming out to take part in the administration of India should be collected together as much as possible?—Yes, and trained together.

25302. You also wish to see the Indians trained alongside with the Europeans?—I think it is essential that an Indian should go home for

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training, and it is a very good thing that they should be trained together.

25303. You would revert to the age limit of 17 to 19?—Yes.

25304. The successful candidates would go to the central institution at 19 and remain for two years and be ready to come out to India at about 21?—Yes.

25305. You consider it important that they should come out at an earlier age than they do at present?—I do.

25306. You think 25 is too old?—If a man comes out at 25 he is 60 before he has put in 35 years' service, and I think 60 is too old to be serving in India. That is why I advocate an earlier age. After 55 a man is better in England than in this country.

25307. Do you think the young man of 21 will assimilate the conditions of the country more easily than a young man of 25?—I do not think there is much difference one way or the other in that matter. Possibly he will.

25308. You look to the advantage at the end of their career?—Yes, more to that.

25309. With regard to your proposals for salary, you have selected a time-scale of pay for the Indian Civil Service and for the Provincial Civil Service?—Yes. I think a graded system is generally unsatisfactory. Promotion in Assam is good at present.

25310. In the Provincial Service you would have what is called a compartment time-scale?—Yes.

25311. And those who have reached the Rs. 400 limit would be promoted into the higher compartment by a process of selection?—Yes.

25312. Would you allow for a compartment time-scale in the Indian Civil Service as well, or would you have a straight through scale in its case?—They have it at present in the Provincial Civil Service, but not in the Indian Civil Service. I have not advocated any change in either service. The appointments to posts carrying more than Rs. 400 are at present, in the Provincial Service, made by selection, and I have proposed to retain that system of selection in the Provincial time-scale. Appointments to the second or first grade of Deputy Collectors or Deputy Commissioners are not made by selection, and therefore I have not proposed to introduce the selective principle into the Indian Civil Service time-scale.

25313. You do not think the compartment system would be good for the Indian Civil Service?—That is a point on which I am hardly qualified to express an opinion. It is more a matter for Government, I think.

25314. Officers in the Provincial Civil Service who are now filling the higher posts of Rs. 500 and over are supposed to have been promoted by selection, are they not?—Yes.

25315. Can you say how many officers there are in the Provincial Civil Service who have been passed over for promotion and left in the lower grades?—I cannot give that information off-hand, but it can be supplied. Officers of course are passed over, and sometimes are passed over for a time and promoted afterwards.

25316. We have had some witnesses before us who have advocated the amalgamation of the

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Subordinate Service with the Provincial Service; can you give us your opinion on that?—It is really a matter more for Government, but personally I think there is a good deal to be said in favour of it. In my experience, officers appointed to the Subordinate Services, in Assam at any rate, come from very much the same class as officers appointed to the Provincial Service; the original material does not differ very greatly. In Assam at one time there was almost amalgamation because appointments to the Provincial Service were made mainly by promotion from the Subordinate Service. I do not quite know why that system was abandoned, but probably there were reasons for it.

25317. I suppose the proposal, if carried out, would entail a considerable expenditure, would it not?—Yes, it would; it would be rather difficult to work out a combined Service which would not cost more.

25318. (*Lord Ronaldshay.*) The officers in the Subordinate Service do not have such responsibility as the officers in the Provincial Service, do they?—They have fairly responsible duties and they are required to be people of energy and activity.

25319. Do they have much magisterial or other Judicial work?—They have a certain amount of magisterial work and I think that magisterial work is not always the most responsible. In Assam at any rate the officers of the Subordinate Service have very important functions to discharge in connection with the Land Revenue, which is rather complicated. It is a very large organisation.

25320. Generally speaking, are officers of the Subordinate Service magistrates?—They generally have second or third class powers in Bengal and many of them have powers in Assam.

25321. But not necessarily?—No, their main duties in Assam are certainly not magisterial, and their duties are not as responsible.

25322. They are all magistrates in the Provincial Service, are they not?—Yes.

25323. So that that is one distinction between the officers of the two Services?—Yes.

25324. Then a man before he can be recruited direct into the Provincial Service must be a graduate, must he not?—Yes.

25325. Must he be a graduate before being recruited to the Subordinate Service?—I think so, as far as I can remember.

25326. Under the Rules I see that two appointments can be made annually to the Cadre of the Provincial Service, and one of these appointments is kept in the hands of the Chief Commissioner?—That is so.

25327. Then there are two paragraphs, one of which says that appointments will be made from time to time by promotion from the Subordinate Service, and the other that a probationer will be admitted only upon the nomination of the Commissioners of the Divisions in rotation?—Yes.

25328. That seems to me to make an annual recruitment of three?—The officer appointed from the Subordinate Service might fill the appointment made by the Chief Commissioner. The promotions are only made from time to time from the Subordinate Service, not every year.

25329. In the year in which it was made it would count as an appointment made by the Chief Commissioner?—I imagine so.

25330. With regard to your system of selection subsequent to the examination in England, have you ever considered what effect that might have upon the future career of the rejected candidate?—I do not see any reason why the whole thing should not be kept quite confidential.

25331. It might be kept confidential, but surely when one of those men who had not got into the Indian Civil Service was looking out for another career those who were thinking of employing him would probably want to know what his previous credentials were, and if they saw he had failed for the Indian Civil Service they would realise that it may not have been merely because he was unable to pass these scholastic examinations and might think he had been rejected by the Board of Selection for some undesirable characteristic. Would not that have a prejudicial effect upon his prospects?—I do not think it would have a very prejudicial effect. In the first place he would naturally be a boy, and in the second place I think he would probably be rejected for undesirable characteristics which are more or less self-evident.

25332. You really think it would not adversely affect his future prospects?—I do not think it would.

25333. With regard to your suggestions for the recruitment of Natives of India to the Indian Civil Service, I see that you doubt whether promotion from the Provincial Service would be the best way of introducing Indians into the higher Service, and you appear to base your doubts on three main considerations. First that officers in the Provincial Service have not had a European training, secondly that officers of the Provincial Service have not the same prestige as officers of the Indian Civil Service, and thirdly that such officers would get into the higher service late in life. It has been suggested to us by some witnesses that if you picked your men from the Provincial Service at a young age, after you had had some opportunities of judging of their capacity in the Provincial Service, it would be possible to send them to England, to some central institution, for a couple of years' additional training. Do you see any objection to a scheme of that kind?—I think there is something to be said for it. Of course they would be rather old when they went home; they are graduates before they are appointed, and there is a good deal of competition to enter the Service and they do not as a rule get appointed directly after they take their degree, and they are not as a rule very young men when appointed. I think the average age of entry in Assam for the Provincial Civil Service is about twenty-five. They cannot distinguish themselves very much for two or three years. They are under training for at least two years. Therefore they would be rather old when sent home finally to the institution.

25334. Would there be any objection to recruiting the Provincial Service from younger men?—No. But it is rather like the waiting list at a Club; you have a certain number of qualified candidates and naturally the man who was first would have

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a prior claim over the man who applied a year or two subsequently.

25335. Do you think that the officers of the Provincial Service acquire European methods as well in that way as they would by spending a couple of years at some training institution in England?—I do not think they invariably succeed in acquiring European methods, but I cannot say what the precise reason is.

25336. Do you think that you, as an officer in charge of a district, do not succeed fairly well in impressing upon your subordinates British ideas of administration?—That is rather a delicate subject to discuss.

25337. Do you think that a Native of this country, who goes to England after he has passed an examination out here, really imbibes in a couple of years British ideas to any marked degree more than a man who has served in the Provincial Service under British officers out here?—I am afraid I am not in a position to express an opinion about that. I know one Indian civilian who entirely imbibed British ideas, but then he was brought up at home, having been educated in England.

25338. Surely under your system of examination in the Provinces you are not going to send your Indians to be brought up in England but only send them there after they pass the examination, so that you cannot count on the Indians recruited under your system being educated in England?—I do not.

25339. So that your instance is really outside the mark?—Quite so. I said I was afraid I was not in a position to express an opinion; I have not met sufficient Indian civilians.

25340. With regard to your objection that the Provincial Service officers have not the same prestige as officers of the Indian Civil Service, do you think there would be very much difference in prestige between a picked man from the Provincial Service who was fit for promotion by reason of the admirable way in which he had performed his duties and the Indian who passed a separate examination out here as proposed by you?—I think there probably would be. The picked Provincial Service officer has been occupying subordinate posts for some considerable time, and I think that rather tends to affect everyone.

25341. Do not the bulk of the Provincial Service officers perform the same duties as the junior members of the Indian Civil Service when they first come out to this country?—Yes.

25342. Then if they are performing the same duties I do not see that objection. If you describe them as holding subordinate positions clearly their position is no more subordinate than that of the young member of the Indian Civil Service?—But they continue to hold them for so long.

25343. I am suggesting that they should be picked after a few years' service; instead of being promoted to a listed post, which seems to me to be rather an anomalous position, they should be promoted to the ranks of the Indian Civil Service?—I think the practical difficulty about that would be that it is very difficult to make the selections amongst the junior men. I believe it would give rise to a great deal of heart-burning.

25344. Is not selection made now for appointments to the higher grades? Promotion to the higher grades of the Provincial Civil Service is not by seniority, is it?—It is made by seniority, only those who are not considered fit for promotion are passed over, which is a very different thing from selection. The claims of the next man are considered, and if he is not thought to be suitable for promotion the claim of the second man would be considered, and so on.

25345. Generally speaking, do you think there are a fairly large number of men who are passed over?—Yes, but not a very large number.

25346. Should you say there was any serious dissatisfaction in the Provincial Service by reason of this system of selection for the higher grades?—Probably not, because it is rather like the appointment of a Commissioner. The claims of the next senior man are, I believe, invariably considered, and the fact that a man is passed over would not produce discontent in the Service as a whole; but supposing twenty men were passed over in the appointment of a Commissioner I think it probably would create discontent.

25347. With regard to your suggestions for an alteration of the syllabus of the final examination, I see you want to leave out the classical languages of India?—For the final examination in England for an English school-boy.

25348. Do you not think the classical languages of India form a very good basis for the future study of vernaculars in this country?—As far as I am aware, there is no provision for the suitable teaching of the classical languages of India to English school-boys.

25349. I understood this was the syllabus of the final examination?—I would leave it out there too.

25350. Your objection that there were no facilities for teaching these languages does not apply to the final examination because that would take place after two or three years' probation at your central institution?—I think the amount of time devoted to learning the classical languages would be more profitably devoted to learning the vernacular.

25351. You also wish to insert inductive and deductive logic: what particular value do you think that form of study would have for an Indian Civilian?—I think it is a very valuable form of study for any person.

25352. You think it is a very useful form of instruction in general education for everybody?—Yes.

25353. With regard to your suggestion that text-books on the manners and customs of the people of the different Provinces could be drawn up and instruction given in that matter, do you think that young Indian civilians find considerable difficulty in acquiring the necessary knowledge with regard to the manners and customs of the people when they come out here for their training?—I was really thinking of officers like Sir Bampfylde Fuller, who had a very intimate acquaintance with the customs of the people, and I think it is a very desirable thing to possess.

25354. Do you know how he acquired that very intimate acquaintance with the manners and customs?—He was an exceptionally able man and

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very observant and had a very retentive memory. He was a settlement officer for a considerable period.

25355. Are you not now telling us that Sir Bampfylde Fuller acquired his knowledge of the manners and customs of the people by observation when he was residing amongst the people themselves, not from text-books? Do you think that teaching these sorts of things from text-books in England would be of considerable value or do you not rather think that it would be easier for them to acquire a knowledge of these subjects after they have come out to this country, when they are living among the people themselves?—I think there are certain things you can learn from a text-book quite usefully.

25356. Are there such text-books at the present time?—Not that I know of. There is a good deal of information about the customs of different castes in various books.

25357. (*Sir Theodore Morison.*) I should like to have a little more in detail your views on the special institution that you suggest should be a little way out of London. You mean it to be a residential institution?—Certainly.

25358. Sufficiently near to London for a young man to come up to the Law Courts?—Yes.

25359. The principal subject of study I suppose would be Law?—Law and the vernacular of the Provinces.

25360. Would you teach Law theoretically, as it is taught in a school or college, jurisprudence and general Law, making it as good a general education as possible?—Yes.

25361. And you would give them the practice of it by making them attend the Law Courts?—I am told that is useful.

25362. They would study the procedure of an English Law Court and report cases?—That used to be done, but not in my time so that I have had no experience.

25363. I suppose you would have a tutor to supervise their practical work?—Yes, and lectures in Law.

25364. You would have tutorial work in Law?—Yes, that is probably advisable.

25365. You would have the vernaculars but no classical languages?—That is so.

25366. During the two or three years you would teach them effectively so that they could master the script and grammar sufficiently to be able to read?—The thing on which I lay most stress is to be able to talk. I would try to arrange to have people of the *Chaprassi* class with whom they could practise actual conversation.

25367. They have readers in Oxford and Cambridge, have they not?—At Oxford we had Bengali lecturers.

25368. Did you have a reader who could give you the accent?—Yes, but he was an Englishman.

25369. They have a considerable number of readers in Arabic and Persian in the Oriental Language School at Cambridge, and at the Universities theoretical Law is well taught and vernaculars are taught more or less?—I think it is rather less than more.

25370. Were you at Oxford?—Yes.

25371. Did Oxford do much for you individually in the way of creating a sympathy with or an enthusiasm for Indian things?—I only went up for the Indian Civil Service examination after I had been three years there, so that possibly Oxford hardly had a fair chance to direct my attention to Indian things. It was an Oxford Magazine that incited me to go up for the examination, some articles by Mr. Strachan Davison.

25372. Mere residence at Oxford for three years had not created any enthusiasm in you for India?—Not the slightest.

25373. In your time was the feeling between the Indians and Englishmen very good?—I never came across any Indians there.

25374. With regard to your special institution, besides the things which you have made the principal subject of study, Law and vernaculars, would you have lectures upon Indian history and Indian art and Indian sociology?—Yes.

25375. Would you have compulsory attendance at lectures, and would you examine them?—I think it would be a good thing to examine them.

25376. You want, I believe, to stimulate interest?—Yes.

25377. With regard to the advantage of reading text-books, is it not a fact that it attracts your attention so that when you come out to India you observe and take notice?—Yes.

25378. But you must be stimulated and interested, and for that I do not know that an examination is the most useful thing?—I think you get the stimulus as soon as you come out here.

25379. You would stimulate men if you had a really good lecturer at home like Mr. Havell lecturing on Indian art, or Professor Brown lecturing on Persian poetry?—Yes, but the good lecturer is rare.

25380. He should not only be a scholar but a man who would arouse interest?—Yes.

25381. You would have the tone of your institution such as to make good relations between Indians and Englishmen, fusing them together with a really strong *esprit de corps*?—Yes.

25382. If that is so, is the method of recruitment really a matter of importance? Does it much matter how a boy gets into Sandhurst as long as he gets there? The actual door you get in by is not very important; you become equal by the fact of having been in the institution?—I do not think I am quite prepared to admit that.

25383. You are in a Province now where you have a mixed Commission?—Yes.

25384. Do you find there is any difference in the esteem felt for the soldier by the Indian Civil Service men? Does the civilian look down upon the soldier?—No.

25385. Why do you think there will be this difference if a man passes a separate examination or gets in in London?—I thought you meant that the Indian who passed the examination in India would be looked down upon when he came to England and I did not mean that at all.

25386. I was only referring to a thing that has been often said here that a person who passes a separate examination would be looked down upon

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as having come in by a backdoor?—I attach no importance to that argument at all.

25387. (*Mr. Chaubal.*) In answer to a question put by Lord Ronaldshay you said you knew one case where an Indian had been able to assimilate British training by residence at home.

I suppose you are aware that the desire to train boys is greatly increasing among Indian parents, and that those who can afford it would like to send their boys to England and give them the benefit of an English or Western education by sending them there when they are young?—I was not aware of that; but I do not dispute it.

25388. Supposing there was a separate examination, would you prevent those boys who had been studying in London from going up for the English examination?—I have suggested they should be treated as statutory Natives of England, in the same way as Europeans over here are treated as statutory Natives of India.

25389. In your answer to question (11) you say that provision might perhaps be made for the appearance in London of the sons of Indians who have become domiciled in Europe, as the children of Europeans who are domiciled in India are held to be Natives of India. You would not shut the door against the Indian studying at home?—No.

25390. Have you any idea of the period which Indians going up for the English examination would have to pass in England?—I have no hard-and-fast proposal to make on that. I suppose Government would have to prescribe some time. Six months for instance would be too short and seven years would be fairly long enough.

25391. Do you not think that three years would be enough?—I would rather not express an opinion as I have not very closely considered that point.

25392. Supposing three or four years was the period fixed, then any Indian boy who was in England for that period would be entitled to appear at the competitive examination?—I suppose so.

25393. Why do you say in your answer to question (13) that you are decidedly opposed to the separate method of recruitment to the Judicial Branch?—I say that I consider it a matter of great importance that Judicial officers should possess an intimate acquaintance with the customs of the people and the system of administration.

25394. Supposing the question of recruitment for the Judicial Service is a question for our consideration, why should you say that the Indian Civil Servant is the only proper material for the Judicial Service in India?—I am inclined to think it is probably the best material.

25395. May I know your ground for considering why it is the best? Take for instance Barristers or Pleaders of standing: would a Barrister of standing accept the appointment of a District Judge if he had a good practice?—Those who ought to know say he would.

25396. Supposing a man was practising at the Bar for ten years, why should he not be recruited for the Judicial Service by selection?—I think a purely exclusive legal training is apt to be one-sided.

25397. So far as the Judicial work went the practitioner would be properly fitted for it, would he not?—You have to apply Law to facts.

25398. But so far as the legal and Judicial portion of the work goes you would find a properly trained man in a practising Lawyer?—I do not think so invariably. I believe a leading Civil Pleader may be rather ignorant of Criminal Law. Such cases have come to my notice.

25399. Do you suppose that a practitioner confines himself to Civil Law only?—That was the explanation offered to me by a Pleader when I asked why a certain decision was given.

25400. I may tell you that Civil practice comes to a practitioner in India later on in his career; he is generally knocking about in Magisterial Courts and Sessions Courts at first. Generally speaking you may take it that a practising lawyer is accustomed to practise both in Civil and Criminal Courts, so that so far as the knowledge of Civil and Criminal Law is necessary he is not deficient in that?—He is probably not deficient in legal knowledge, but I adhere to what I have said.

25401. Do you think seriously that a person who knocks about the country conducting cases in the Province, in the mufassal and in the Presidency towns, does not get an acquaintance with the manners and languages and habits and customs of the people, and of the system of administration, much better than Executive officers of four or five years' training or actual administrative work in the offices they hold?—I seriously think it is doubtful whether they get to know the languages and customs of the villages as Executive officers do.

25402. Do you think an Indian Pleader of ten years' standing, who has been practising both in the Magisterial and Civil Courts, has not as much knowledge of the manners and customs of the people as a young civilian of four or five years' standing?—I am not proposing to appoint a civilian of four or five years' standing to be a District Judge.

25403. I said ten years' standing. A person who has already sufficient knowledge of Civil and Criminal Law, and is a Native of the country, and practising in the country, would surely be not less conversant with the manners and customs of the people than a civilian of even 15 years' standing?—I am not prepared to say he would necessarily know more of the manners and customs of the villagers.

25404. Do you think the practitioner eschews villagers?—No, but he is not brought very much into contact with them except in connection with their cases, and he does not see them at their best.

25405. A good many persons who are practising in the mufassal have land in the villages, and their relations are there, and they have their temples where they go with their families. If you carefully follow the life of an Indian you will find it is almost absurd to say, because you see him practising in a Presidency town, that his knowledge of village life is in any way deficient compared with that of a Civilian. Why is it impossible to think of recruiting the Judicial Service from such men?—I do not see any advantage in the proposal: I am not a Judicial officer myself.

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25406. But the advantage is that in one case you get a ready-made article possessing the requisite knowledge of Law and acquaintance with the manners and customs of the people, and in the other case Government has to spend money on training and maintaining the man while he is being trained?—Of course I see the point.

25407. You say that Sanskrit and Arabic should be omitted from the London examination?—Yes, the London examination for boys under 19.

25408. If the present age limit is maintained, you would not wish to omit those languages?—I would omit them even if the present age were maintained. It is difficult to contemplate different conditions. If you are going to continue to recruit Indians at home as they are being recruited now with one examination, I think Sanskrit and Arabic should be maintained, because I imagine that Indian students have greater facility for acquiring a knowledge of those languages than a knowledge of Latin and Greek; but if we have a separate examination out here for Indians I would omit the study of Sanskrit and Arabic.

25409. Supposing your recommendation of a separate examination in India is not accepted and the present state of things continues, you do not wish to omit those subjects?—I would keep them in if Indians can only be admitted at home.

25410. (Mr. Sly.) You have recommended a reduction in the age of the competitive examination combined with a certain system of selection. If your system of selection is not approved, do you still recommend a reduction in age?—I think it would be always better to recruit under 19.

25411. Do you think a competitive test at such a young age as that will be such a fair test as a competitive test for men who have passed through the University course?—As far as I know, the boys who pass the test under 19 are very clever boys.

25412. Of course you know the system was in force for some years?—Yes.

25413. Do you know that it was abolished largely because of the fact that it led to a great part of the education being given in cramming institutions?—Yes, but I am not certain how far cramming did harm, and I think it would be possible to guard against the crammer. You might have the examination only open to boys who came straight from school, if you desire to eliminate the crammer, which probably would be a good thing.

25414. You mean by making the school-leaving certificate a part of the procedure for entering the examination?—Yes.

25415. How about the recruitment of Indians at a younger age? If you are only going to have an open competition at home, would it not be a great disability on them to reduce the age?—If Indians are sending home their sons for education in increasing numbers, it would not be so much.

25416. But the bulk of the Indians are sending home their sons after they have passed a University course out here?—I suppose it would reduce the opportunities afforded to Indians and you would have to provide some other means for their entering the Service out here.

25417. The system you propose was deliberately abandoned in 1886 for, amongst other

reasons, the fact that candidates who had been recruited under it at that time were not considered to be so good as the men who had been recruited at an older age. Do you wish to revise that judgment?—I do; I think it is a very dangerous judgment to form of bodies of candidates. People say now that the officers recruited under the older age are not as good as the men recruited under the age of 19, but I do not know that we are justified in holding that opinion.

25418. Do you not think the modern conditions demand that a young civilian should start with considerable maturity of mind and body, more so than in the past?—I would give them two, and if it is considered absolutely necessary three, years' training at home, and that makes them 21 or 22. Then they come out here and have two years' training at headquarters, and that makes them 23 or 24. By then they have been suitably trained and ought to be capable of filling the posts given to them.

25419. Do you think the pick of the youths from the schools of England would be prepared to sacrifice any chances they might have of a University course for the sake of going up for the Indian Civil Service examination?—They certainly were 25 years ago, but whether they would now I do not know. I imagine the Service is nothing like as popular as it was.

25420. The change you recommend would prevent the amalgamation of the Indian Civil Service examination with the Home and Colonial Service: do you think that is any disadvantage?—I do not quite know what the effect of that is. It may be a good thing, but on the whole I should think probably it is bad.

25421. One of the great advantages in favour of the combination is said to be that it gives an excellent test of the popularity of the Indian Service?—I am not quite sure whether that is fair, because a very studious type of man does not like to leave England, and I do not know that the most studious boys necessarily make the best officers.

25422. We have a system in India which is very similar to what you recommend, and that is the system of recruitment for the Police Service. They are recruited at about the same age limits you suggest, by an open competitive examination. Can you tell us from your experience how you think the probationers of the two Services compare? Would you be satisfied to draw for the Indian Civil Service the same class of probationer that is now attracted to the Police?—I think the attractions of the Police are very much less, and I do not think you get boys of the same capacity going up for the examination. The boys who pass for the Police would certainly have passed for the Civil Service examination in the old days. They are a very good type of boy as far as they go.

25423. Do you think the superior conditions of the Indian Civil Service would attract a different class of boy from that at present attracted by the Police?—I think so, certainly.

25424. The young man who is keen to start off with a competency at school-leaving age?—Yes. It used to be an attractive Service.

25425. Supposing the age for the competition is not altered, have you any recommendation to

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make in regard to probation?—If they keep the present age, we cannot have more than a year's training at home.

25426. Would you have that year?—I think they must have some training.

25427. We have had a certain amount of evidence to show that the present one year's probation in England is an absolute waste of time, that it is too short for the probationers to learn anything of any value, and that it is simply a period of one year's recuperation?—I am not prepared to say that. That is not my experience of my year at home.

25428. In answer to question (9) you have given a forecast of future promotion in Assam. Can you tell us whether that is based on a proper consideration of the regular decrement rate?—That was based on an examination of the Civil List, taking into account the people who are near to retiring.

25429. It is not on an actuarial basis?—No, it is a small Commission, and the estimate I have framed is more likely to be accurate than an actuarial one.

25430. Is not your estimate likely to be upset by one or two unexpected casualties?—No, it would not be affected very materially.

25431. But in a small cadre like your own the disappearance of two or three officers at the top would upset any calculations as to the rate of promotion?—It would still leave things so bad that really it would not make any material difference. Supposing there was an unexpected mortality in the higher ranks, it would not be quite as bad as I anticipate, but it would still be very bad indeed.

25432. With regard to your recommendation for a time-scale on the lines of the Foreign Department, can you tell us when that time-scale was introduced?—In 1910, I think.

25433. Has it been in force a sufficient length of time to judge whether it will be a working success or not?—No, but I think one ought not to be able to go very far wrong with a time-scale.

25434. Have you had any practical experience of the working of that system?—No.

25435. Have you heard how it is working?—No.

25436. You have recommended two or three restrictions, one being that the pay of officers who are not reported to be fully qualified for a superior post should be restricted to a maximum of Rs. 800?—That is the Foreign Department rule at the present.

25437. But does that meet in any way one of the main objections to the time-scale, that it leads to slackness in the senior grades of the Service?—I cannot see why it should, unless you have promotion by merit and not by seniority.

25438. You have officers fairly high up in the time-scale who know that their merit is not likely to lead to their selection for an administrative post outside the time-scale. What inducements have they?—What inducement has a graded Deputy Commissioner to work if he does not feel inclined to?

25439. Promotion from grade to grade?—But in practice on this side of India such promotions are made as a matter of course.

25440. You have recommended that there should be a limit of salary unless the officer is actually holding a superior post?—That is the Foreign Department proviso again.

25441. Do you know that that proviso has already had to be given up in the Foreign Department as unworkable?—No.

25442. On account of there being a certain number of senior officers who could not be provided with superior posts through no fault of their own?—Unless the case was a very extreme one I do not think that one need give it up.

25443. If you get a block in the junior ranks, the position is no better?—At any rate, the man would be getting Rs. 1,250 instead of Rs. 756.

25444. Having got his Rs. 1,250 the block occurs?—But it would not be anything like so pronounced a block unless the recruitment has been abominably bad.

25445. With regard to your proposal for the combination of the Subordinate with the Provincial Service, the age of recruitment for both Services is a maximum of 25, is it not?—Yes.

25446. Do you really consider that if you recruit an officer at the bottom of the Subordinate Service on a salary of Rs. 50 as probationer and a starting salary of Rs. 100 you are likely to get as good a man as you do by direct recruitment to the Provincial Service at a starting salary of Rs. 250?—My recollection is that amongst the candidates who appeared at Dacca there was not very much difference between the candidates for Sub-Deputy Collectorships and Deputy Magistrates.

25447. There is a tremendous difference in the initial prospects of the two Services?—But one has got quite a good class of man.

25448. Good enough for the Provincial Service with its higher responsibilities?—I can only say there was not a very marked difference between the character of the two candidates.

25449. If you are going to force candidates to start in the Subordinate Service, will it not increase the present evil, that the men do not get up to the top of the Civil Service until they are of a very advanced age?—I do not think I have ever advocated that.

25450. I thought you suggested it just now in reply to a question?—In reply to a question I said I did not propose that, but that possibly there was something to be said for it.

25451. You do not wish to advocate it?—I am not in a position to express a definite opinion as I have never considered the question.

25452. We were told yesterday that in the reorganisation that took place in 1900 and 1901, six Europeans were suddenly appointed to the Provincial Service. Can you tell us what the exact facts were with regard to that matter?—In consequence of the reorganisation a certain number of Indian civilians in inferior posts had to be reduced and six appointments of Extra Assistant Commissioner were created instead, and the idea was that they would be filled by Europeans or Anglo-Indians.

25453. Why was it necessary to have them filled with Europeans or Anglo-Indians?—Because it was considered advisable in the Assam subdivisions where work is much more decentralised

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than in Bengal and where there is generally a large European population and very often Frontier Tribes to deal with, and it was thought a European officer would be able to work better.

25454. Can you tell us whether these officers so appointed were Europeans or statutory Natives of India?—I think they were statutory Natives of India.

25455. All the six?—I think so.

25456. (*Mr. Fisher.*) I gather that your scheme is put forward partly because you think the present civilian comes out to India too late, and partly because you are somewhat disappointed with the type of man who comes out, that is to say, you think he might come out better equipped for his work here and also perhaps possessing a better manner, or at any rate exempt from the Oxford manner to which we both, unfortunately, are liable! Does that state your views?—I think that is approximately so.

25457. I was very much interested in your well-considered scheme, but of course you realise that it is rather radical and rather expensive?—Would it be very expensive?

25458. It would be expensive of course to establish a new institution and scrap the existing machine at the Universities; at any rate that is a question that would have to be considered, would it not?—Yes. I propose to train there as far as possible all candidates for the Indian Civil Service, the Police Department, the Forest Department, the Public Works Department, and so on, and I imagine you will have a sufficient number of people to make it not a very costly scheme.

25459. At any rate it is a very considerable departure from the arrangements that at present exist?—Yes.

25460. How high do you put your disappointment with the existing type of Indian Civilian who comes out? Are you simply suggesting an ideal scheme, or do you really think there is a considerable reason for dissatisfaction with the type of man you are getting in India from the Universities?—I think they would certainly be improved. I should not be prepared to embark upon a very large expenditure of public money to effect this improvement, but if it can be done at a moderate cost I think we should try to do it.

25461. Do you lay your principal stress upon defect of special knowledge or upon deficiencies in bearing?—I think more on deficiencies in bearing.

25462. Is it your experience that those deficiencies in bearing wear away after a few years in the service?—Yes, there is a distinct tendency for them to wear away undoubtedly. It rather depends upon the career the officer in question goes through out here.

25463. I gather that a good deal depends really on the character of the officer who is entrusted with the training of young men when they first come out?—That has something to do with it undoubtedly.

25464. You recommend in your answer to question (55) that a young Civilian should be placed under the supervision of a specially selected Collector. Do you think there has been any deficiency in the way in which Collectors have been selected for the purpose of training?—No; I think the Government tries to select Collectors

who are likely to have a good effect on the men placed under them.

25465. I gather you are in favour of a mixed system partly of selection and partly of examination for the Indian candidates in India. I should rather like to know how far a young Indian of 19 would be learning the same sort of thing as a young Englishman of 19, because I am very ignorant of the system out here?—It is some years since I was at school myself and I do not know quite what they are learning at home, and I do not know what they learn out here.

25466. You know that an elaborate Forestry School has been recently established in Oxford?—Yes.

25467. Would you scrap that?—I think it ought to go.

25468. Are there a few or no good text-books on the customs and manners of the people in the different provinces in India?—There is a good deal of material, but it has to be dug out. "The Tribes and Castes of Bengal" is an interesting book, and also Crook's "Castes of the United Provinces," and many of Ibbetson's Punjab Census Reports.

25469. But there are no handy manuals for the use of Indian civilians?—I do not think so.

25470. I think your suggestion is a very valuable one?—I think such manuals are wanted.

25471. (*Mr. Macdonald.*) In answer to the first question you seem to have in your mind that men who are physically miserable specimens come out here and you want to weed them out?—That would be putting it rather too generally. What I say is that medical examination eliminates those who have some positive disqualification, but to my knowledge will admit a man who is physically a miserable specimen.

25472. You have only one man in mind?—I am thinking of one particular man.

25473. If the Service really suffers in that way, would it not be better to make a qualification that candidates must be over a certain height and have a certain number of inches round the chest, instead of creating all this elaborate system which you propose?—I think it would be rather hard to lay down any precise physical standard a man has to pass. You can have a small and very wiry man and yet he might be healthier than a very tall or heavy man big round the chest.

25474. Do you find as a matter of fact that the efficiency of a man as an officer depends very much upon that?—I should say immensely. The work is very hard in many places and you cannot do hard work in a trying climate if you are not physically strong.

25475. His work only suffers in so far as his small bulk means bad health?—I think you want a great deal of vitality in this country.

25476. I want to know exactly what you mean by this statement. You say that the medical examination is not enough?—That is so.

25477. You refer to height?—Yes.

25478. Would you test height as a qualification?—No.

25479. What have you in your mind in answering that first question?—I think that a good physique is undoubtedly a distinct asset over here.

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25480. But you say you cannot test a good physique by medical inspection?—The present medical inspection certainly allows men who possess physiques which are not good to pass.

25481. Do you propose that we should recommend that medical inspection should be much more thorough than it is?—No, I would rather the Committee of Selection deal with this point. You do not want to be a doctor to tell whether a man is a well-built man or a healthy man. The doctor can tell you whether his organs are in good condition.

25482. Have you ever seen a man who struck your lay eye as being a weak man but who as a matter of fact was an exceedingly wiry man and had a great deal of vitality in him?—No, I do not think so.

25483. I only wanted to get at your exact idea, because it is not enough to come here and make general statements and throw things on to a Committee of Selection which you have not considered yourself. In answer to question (6) you return to the same point, and you say that the men at the top would ordinarily be admitted on their marks alone. Does that mean that only the men who do not come under your censure get in at the top?—It is always a matter of degree.

25484. Why should you make that exception? If you have a clear idea in your mind, why is that idea not going to be applied to the man at the top as well as to the man at the bottom?—There are different kinds of work over here. An exceptional brain will possibly more than counterbalance a certain weakness of body.

25485. And you would allow that consideration to weigh with you?—Yes, I would certainly take that into consideration.

25486. Even if the man at the top was separated from the man at the bottom by a very small margin of marks?—Not if they were very close together.

25487. How often would this discrimination take place of passing over a weakly creature?—It is rather difficult for me to say how often it would happen.

25488. Surely before you make a very important suggestion like this, the evil must have assumed some proportions in the Service? Have you any experience of the new drafts that have come out year by year within the last ten years?—Yes.

25489. Would any appreciable proportion of those drafts be rejected by you if you were a member of the Selection Committee?—No, but I do not see a very large proportion.

25490. Why do you come to these conclusions?—Because I do not think the fact that a man has merely passed a competitive examination gives him any special claim to receive an appointment. I think other things have to be considered.

25491. But why do you come to the conclusion that weakly creatures come in and that it is necessary to create some selection committee in order to protect the Services against them?—I think it would be possible to improve the body of the Service. It is rather a general idea.

25492. Are you judging the Service, as Mr. Fisher asked, from an ideal standpoint, or are you judging the Service as a practical critic who

has experienced its shortcomings?—As a practical critic. Mr. Fisher laid some stress upon the cost of this new institution, but I see no reason why one should not exercise selection in connection with candidates.

25493. That is another point. What proportion of those men of whom you have had experience can you say ought to be stopped first of all, and secondly would be stopped, if you created the machinery which you suggest in your opening answers?—Do you mean simply on physical grounds or on other grounds?

25494. To use your own expression "a weakly creature with no address or presence"?—It is difficult to say. I can think of several people.

25495. I will leave it at that: it is difficult to say. Let us go on a little bit further. Your suggestion I think is that the marks a man gets should be kept private until the decision of the examining body is made public?—Yes.

25496. Have you got in your mind a separation of the examination for the Home Service and the Indian Civil Service?—I imagine that if boys are recruited under 19 the examinations will have to be separated.

25497. Does all this follow on the assumption that the recruitment is to be of boys between 17 and 19?—That is my proposal.

25498. Supposing the age is not altered, does your scheme go by the board?—Even if the age is not altered, I should like to see a certain amount of selection imported into the scheme.

25499. If the age is not altered, you would still propose this keeping private of the marks in the competitive examination until this other test was superimposed upon the Indian Civil Service candidates?—Yes, I imagine that would have to be done.

25500. If the age is not altered, then there would not be the same necessity for separating the Home Service examination from the Indian Civil Service examination?—If the age is not altered, I am not prepared to express any opinion on the desirability of separating them or not. I have no objection to the separation.

25501. Supposing you make it more difficult for a man to enter the Indian Civil Service so far as the examination is concerned, would not that mean that men who are going in for the Civil Service would select the Home Civil Service first of all?—No, I do not think so necessarily.

25502. Supposing there were simultaneous examination for Home and Indian Service, and you and I passed it, would we not be very much tempted to say that we would take the safer course because the marks we have actually obtained would entitle us to enter the Home Service, whereas those marks would have to be supplemented by the judgment of a Committee whose judgment we might hold in pretty low esteem?—No, I do not think I should be inclined to say that. I look upon the two Services as perfectly distinct careers. I do not think I should have wanted to have entered the Home Service.

25503. If you were starting life with any sort of pressure behind you to make a living, and you had an appointment in the Home Service in your hands without any doubt at all, would you throw that on one side and take the risk of a further

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examination in order to pass into the Indian Civil Service?—I think it is very possible I might. It would depend upon what the young man's feelings on the subject were.

25504. I am putting it to you as a person of ordinary common sense and human desire that that consideration would weigh with the average man?—Speaking for myself—and I imagine I am the only person I am entitled to speak for—I had no intention of entering the Home Civil Service and had no wish to do so, and the condition you refer to would not have weighed with me at all.

25505. Did you go in for the combined examination?—I do not think it was combined at that time.

25506. Have you not heard that the combination means that with the extra attractions of the Home Service men select the Home Service before the Indian Civil Service?—Yes, because I think the Home Service possesses special attractions for men with a very studious mind.

25507. Under the present circumstances, with the combination of the examination and certain special attractions now offered for the Home Service, if you put this extra disadvantage on the Indian Civil Service do you not agree that it is going to tell against the Service as regards the type of man who is going to come in?—I think it might possibly tell with a certain number of men, but I do not know that they would necessarily be men who would be the most valuable recruits in the Civil Service.

25508. Supposing the marks are kept private, how can a man say whether he has been appointed to the Home Service at all?—I may explain that this is not my scheme. I do not contemplate a simultaneous examination for the two Services. I suppose it would be possible to have the examination for anyone who elected to present himself for it and allow him to select afterwards.

25509. But it would be known that he was examined by the examiners for the further test?—I mean examine everybody, the Home people and the Indian Civilian.

25510. You say with regard to Assam that with the large non-official European population the number of posts that can be conveniently held by Indians would be small. What non-official European population have you in mind?—The planter population.

25511. Is there any reason why you cannot post Indian officials in districts where there is a large planting population?—I think it is more likely to lead to friction than if a European official is appointed.

25512. To put it quite plainly, do you allow the planting community to determine whether you are going to send a European officer or an Indian officer to take charge of a district?—Personally I certainly would. It seems to me to be a very democratic proposal to consider the feelings of an important section of the population.

25513. Would it not be equally democratic to consider the feelings of the Indian sections as well?—I do not think the Indian villager has any prejudice whatever against the European officer.

25514. If he wanted an Indian sent, would you consult him?—I prefer to wait until such a case is raised.

25515. Would you or would you not consult the general convenience of the Government?—The convenience of the Government to some extent depends on the satisfaction of the governed.

25516. Do you mean to say that if Assam, under a general scheme of distribution of officers settled by the Government of India, ought to take three or four Indian officers, because there is a certain planter opinion in Assam, the Assam Administration would take that into account and resist Assam taking its proper share of Indian officers?—I am not entitled to speak for the Assam Administration in a matter of that kind.

25517. Have you not answered that point when you say that owing to the large non-official European population the number of posts that can conveniently be held by Indians will be small?—You ask me what the Assam Administration would do. That answer is given in my own private capacity.

25518. That is your own opinion?—Yes.

25519. It is not an account of what actually took place?—I stated as my own opinion that I do not think in any districts in which there is a large planting population Indian district officers can conveniently be employed. That is my personal opinion.

25520. Have not Indian officers been employed there as district officers?—No.

25521. As a matter of fact you know the opinion of the planting population is against their employment?—I do not think I should like to speak for the planting community either.

25522. I thought you had just done so?—You say that I *know*, but I say I *think* they would dislike it. As far as I remember, my expression was that I thought it would be more likely to lead to friction.

25523. And that is the reason why Indians are not appointed?—But there are no Indian Civilians in Assam to appoint.

25524. But that is the reason why the posts to be held by Indians in Assam will be small?—Yes, that is the reason or one of the reasons.

25525. But that is an important reason?—That is an important reason, decidedly.

25526. It is the only one you mention there?—No; I also referred to the presence of a large number of savage tribes along the Frontier and the very heterogeneous character of the population.

25527. This large non-official population is centred in certain areas, is it not?—It is distributed fairly widely about the Province.

25528. But there are certain areas that are dominated by that opinion, are there not?—There is a large non-official population in the Lakhimpur district, the Silehar district, the Sylhet district, and Darrang district.

25529. There are certain of those districts where there is a concentration of the planting population?—Yes.

25530. Which is very influential in its organisation and in its method of expressing its opinions?—I should rather say that they are influential from their force of character and the very important stake they hold in the country. They are spending very large sums of money in developing a sparsely populated and jungly country.

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25531. And that is a bar to the employment of Indians?—It means that if you employ Indians in those particular districts you would be likely to give rise to unnecessary friction.

25532. In your answer to question (12) you seem to contemplate the possibility under certain eventualities of reducing the listed posts open to the Provincial Service?—Yes.

25533. Would not that be bad for the Provincial Service?—I say that the vested interests of the present members would require consideration. There are no listed posts in Assam at present.

25534. But they want them, do they not?—Yes, they want them.

25535. Is not the expectation of a listed post an important consideration with regard to the sort of man you get to join the Provincial Service and the kind of work you get out of him when he is there?—I should rather doubt that.

25536. Do you think that the Provincial Service without the listed posts would be just as efficient as the Provincial Service with them?—I think so. I do not think there would be any decrease in efficiency. But supposing the attraction of the Service were too much diminished, I think some other arrangement could be made. The number of listed posts held is not large enough very seriously to affect the Service as a whole.

25537. Would the Service itself be as content without them?—We have none in Assam.

25538. Is the Service contented with itself in Assam. I believe some one asked you that question and I think you said no?—No, I do not say that.

25539. Are the members of the Provincial Civil Service at present agitating for listed posts in Assam?—I think they have asked for some compensation.

25540. Could you not say Yes or No to a question like that?—I am not sure that I am quite in a position to speak on the subject.

25541. Do you know whether the officers of the Provincial Service have asked for listed posts to be added?—I believe they have asked for compensation for the lost listed posts that they had in Eastern Bengal.

25542. Do you know if they have asked for listed posts to be added in Assam?—I do not know.

25543. You mean, you do not know whether they have done it or not?—I do not know whether they have done it or not.

25544. (Sir Murray Hammick.) With regard to Mr. Macdonald's question as regards the employment of Indians in these European planter districts, is it not most convenient under the Criminal Procedure Code as it stands that when an offence occurs in which a European is concerned a European should be there to try it?—Yes.

25545. A European has powers under the Criminal Procedure Code when a European is the defendant which are not possessed by an Indian?—Yes.

25546. Is it not also a fact that as regards the inspection of factories, cooly lines, water supply, and so on, it is generally found that the man educated in Western notions, the European, has a better standard to go by than the Indian?—I should say so decidedly.

25547. And it is mainly for those reasons that European is usually appointed to districts where there are a large number of planters, tea factories, and so on?—Yes.

25548. Do you know that in Travancore the Government owing to the Procedure Code in use in the planter districts finds it absolutely necessary to employ a European magistrate in the planter districts there?—I do not know anything about that.

25549. In your answer to question (10) I do not quite understand what you mean when you say: "A number of appointments slightly smaller than this would then be reserved for Indians." I do not understand why it should be slightly smaller?—I do not know that I want to press that particularly. I thought at one time it would be desirable to set aside every appointment that the Government considered could be conveniently filled by Indians, but I do not think it is desirable that any district should be invariably officered by Indians. That would allow for an occasional posting of an English officer, but I do not think it is necessary to lay any stress upon it.

25550. In answer to question (13) you consider that it is of great importance that Judicial officers should possess an intimate acquaintance with the customs of the people and the system of administration, and Mr. Chaubal asked you whether the professional lawyer did not possess those characteristics quite as much as the civilian. In Assam do you think the Bar affords a number of men of sufficient education and capacity to take up a Judicial appointment at Rs. 1,500 a month in the Commission?—I should think it would be rather doubtful. Our Judicial Service is at present combined with Bengal and we get our Judges from Bengal.

25551. Do you think that one of the advantages derived from recruiting the Judicial Service from the Indian Civil Service is that you secure men who have passed an examination which is considered a fair test of general culture, and after having been under careful training for five or six years in ordinary Executive work they have a certain knowledge of the manners and customs of the Province and a certain sympathy with the people which is very useful afterwards in Judicial appointments?—Yes.

25552. (Mr. Arbuthnott.) Have you any acquaintance with any of the classical languages of India?—No, I have not. I have an acquaintance with the classical languages of Europe and I think their influence is rather exaggerated.

25553. Do you think that a knowledge of Latin would assist you in learning Spanish and Italian?—I think it is rather a roundabout way to learn Latin first in order to assist you to learn Spanish and Italian.

25554. You were under training for one year?—Yes.

25555. Do you think that was insufficient?—Yes. I am proposing to recruit boys earlier, and it would certainly give them more than a year's training.

25556. In your answer to question (10) you suggest that in each Province the Government could determine the number of superior posts that could be suitably filled by Indians, and at the same

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[concluded.]

time you would reduce the number of listed posts. Do you not think that would cause a great deal of dissatisfaction in the Provincial Service without satisfying the aspirations of other persons?—I think the system would require some time to introduce. These appointments would probably have to be filled at first by promotions from the Provincial Service. I do not think the system I advocate could be introduced at once.

25557. Would you not have to revise your lists of these superior posts at frequent intervals?—I think such a list should remain in force for quite an appreciable period.

25558. For five years?—I should think ten or twenty years.

25559. You do not think your system would lead to constant agitation for revision?—It might do that.

25560. Do you think the Civil Service is less attractive now than when you entered it?—As far as I can ascertain I think it is; I do not think it is a very attractive Service now.

25561. Do you think the combination of the examination with the Home Service examination accentuates the inferiority of the Indian Civil Service?—I cannot express any opinion about the effect of the combination because I do not know what it is.

25562. We have been told by several witnesses that military officers are much more sympathetic and that they are preferred by the people in Assam. Do you know what the system of recruitment by civilians was before the partition?—The Assam officers were recruited from Bengal and members of the Bengal Civil Service were entitled to revert to Bengal after five years. The tendency was for the Civilian officers to remain only a comparatively short time in Assam, and therefore as a rule they were not as well known to the people as the military officers.

25563. They were always anxious to get back to Bengal as soon as possible on account of the better prospects and pay?—Yes, the majority of them were.

25564. Is it not a fact that out of the small cadre after the partition five or six of these senior Assam civilian district officers were transferred to Eastern Bengal districts and their places taken in some instance by young Civilians with no previous knowledge of Assam, or the language, or the people?—That is a fact.

25565. I take it the comparison is not therefore quite fair which has been made to the disadvantage of Civilians in Assam?—No. I do not think the military officers are more sympathetic necessarily than Civilians. They were better known to the people from having served for a longer period amongst them.

25566. Most of them are officers from 18 to 30 years' service?—Yes.

25567. (Mr. Ahmed.) In your answer to question (7) dealing with the Provincial Service you say "Apart from officers of European descent the Provincial Civil Service of Assam contains only six officers who are not residents of the Province." Would you explain what you

mean by residents?—I mean a person who has a permanent house there. He may have been born in Bengal and his ancestors may have lived in Bengal, but the term includes all persons who have a permanent house in Assam to which they will probably retire.

25568. But you do not know whether they will retire there or not. You have judged only by the house?—By the character of their houses, as to whether they have established a home there. They have established a permanent house to which apparently they propose to retire.

25569. They might have built the house either before or after they entered the Service?—Yes.

25570. Did you include any officer who has built his house after he entered the Assam Service?—Yes, I have included officers who built their houses after entering the Service.

25571. Could you tell me the number of Natives of the Province who are in the Service?—I cannot tell you the total number. In addition to the six I mentioned I think there are four other officers whose families were originally settled in Bengal and who may possibly revert to Bengal.

25572. Can you give us the number of Europeans and Anglo-Indians?—You can get that from the Civil List.

25573. In your answer to question (8) you refer to statements showing the proportion of each class or community to the total population of the Province and the number of appointments already held by each class or community: can you give us the proportions of the population of the various races and communities?—Not out of my head. Such a statement could be obtained from the Secretariat if the Commission wished to have it.

25574. With regard to promotion in the higher grades, do you think there are fair chances of promotion to the higher grades of the Service?—I think the proportion of posts in the higher grades of the Provincial Service is rather too small.

25575. You do not think there is any promotion likely in the near future?—No. The prospects of promotion in the Service as a whole are rather good.

25576. I mean the first grade?—There is no prospect of promotion to the first grade for some considerable time.

25577. What about the second grade?—That I cannot say without looking at the List.

25578. I can give you the list if you like (the Assam Civil List was handed to the witness)?—In the second grade I think there should be promotion fairly soon as the existing officer was born in 1861.

25579. Did he ever serve in Assam?—Not as far as I know.

25580. Has that officer not been lent to Bengal?—Yes.

25581. Do you not think he should be seconded and that somebody should have promotion in Assam?—I believe the local Administration is trying to arrange for that.

(The witness withdrew.)

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RADHA NATH CHANGKOTI, Esq., Proprietor and Editor, *Times of Assam*, Municipal Commissioner and Member of Local Board, Dibrugarh.

Written answers relating to the Indian Civil Service.

25582 (1). What is your experience of the working of the present system of recruitment by open competitive examination in England for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—I am certainly in favour of recruitment by open competition, and the present system while it seems to have secured for the Indian Civil Service men of superior intelligence and qualifications, I do not believe that the present practice of holding the examination in England offers ample facilities for the selection of the best materials available in India.

25583 (2). In what respects, if any, do you find the present system faulty in detail, and what alterations would you suggest?—The system appears to be faulty in several details. The expenses involved in going to and staying in England for two or three years prior to appearing in the examination practically shut out the majority of Indian youths. The competitive examination is, no doubt, equally suitable for the admission of the "Natives of India" and of other natural-born subjects of His Majesty. No special facilities or restrictions of the principle of recruitment by competition in favour of the Natives of India seem needed or desirable. But it is clear that the fact of the examination being held in England alone stands in the way of the Indians largely competing in it; as it is, we find that those who compete at these examinations are the sons of rich men who can afford to spend 15 to 20 thousand rupees over a single boy. The results of our University examinations show that our best students come from the middle class and not a few from among people whose pecuniary circumstances are even below those generally known as composing the middle class. It is obvious that the best Indian intellects are practically kept back from the present examinations. It has been also pointed out that Indians competing for the service have to suffer from other disadvantages connected with the subjects of study and the apportionment of marks.

25584 (3). Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—Covered by preceding answer.

25585 (4). Do you consider that the combination of the open competitive examination for the Home and Colonial Civil Services with that for the Indian Civil Service is or is not to the advantage of Indian interests? Please give your reasons?—The combination does not appear to be of any disadvantage to the interests of the Indians. The narrowing of the field of competition by excluding the candidates for Home and Colonial Services can be of no direct advantage to the few Indians who now compete, and the present system surely gives them a wider outlook and under it the Indian Service gets the benefit of a larger area of recruitment among all classes of English youths.

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25586 (5). If you do not consider the present system of recruitment by an open competitive examination to be satisfactory in principle, please state what alternative you would propose?—I have no alternative to propose to the present system of recruitment by an open competitive examination, which is perfectly satisfactory in principle excepting in the way suggested in my answer to question (3).

25587 (6). In particular, what would be your opinion regarding a system of simultaneous examinations in India and in England, open in both cases to all natural-born subjects of His Majesty?—I am distinctly in favour of introducing a system of simultaneous examination in India and England open in both cases to all natural-born subjects of His Majesty, provided the questions and examiners are the same and appointments are made according to a combined list of results for both centres. If, however, this proposal cannot be accepted, I should strongly suggest that provision should be made for Provincial scholarships for candidates for the Indian Civil Service examination in England to be allotted according to the results of a general examination, province by province.

25588 (7). What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by Natives of India, recruited by means of a separate examination in India, or by means of separate examinations in each province or group of provinces in India? If you favour such a scheme, what proportion do you recommend?—I am not in favour of filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by Natives of India, and I cannot recommend a separate examination in India of any sort whatever.

25589 (8). If you do not approve of simultaneous or separate examinations in India, are you in favour of any system under which Natives of India would be selected in India for admission to the Indian Civil Service by means of (a) nomination, (b) combined nomination and examination, or (c) any other method? If so, describe fully what system you would recommend. In particular do you consider it desirable that all classes and communities should be represented in the appointments so made? If so, how would you give effect to this principle?—I cannot approve of selection by means of any of the methods suggested in this question in preference to open competition. I do not think that it is possible under existing conditions in India to secure a representation of all classes and communities in the appointments made for the higher services reserved for members of the Indian Civil Service. Considering further that these are the highest posts in the State and hitherto practically reserved for Englishmen, I do not think that any special class or community can have any just ground for complaint if they are not allowed to enter such Services excepting through the door of open competition.

25590 (9). If you are in favour of a system for the part recruitment of the Indian

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Civil Service by Natives of India in India, do you consider that "Natives of India" should still be eligible for appointment in England?—As I have already declared in favour of simultaneous examinations in England and India, I think the examinations at both the centres should be open to all natural-born subjects of His Majesty.

25591 (10). Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Service? If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Service?—I regard it as essential, if simultaneous examinations are held in both countries, that the members of the Civil Service recruited under the competitive system should have equal status and privileges, and the system of promoting to listed posts of the Provincial Service must be considered apart and solely from the point of view of the Provincial Service. I would rather forego the listed posts for officers of the Provincial Civil Service than in any way curtail the chances of candidates for the Indian Civil Service.

25592 (11). Do you recommend any separate method of recruitment for the Judicial Branch of the Indian Civil Service? If so, please describe the system which you would propose.—As far as I can see the subjects prescribed for the Civil Service examination are intended more for testing certain qualities of character and intellectual attainments generally rather than for the purpose of giving any special preparation to the candidates for the particular duties they may have to perform after appointment. Though there seems to be a radical difference between the qualifications and temperaments necessary for the discharge of Judicial and Executive services, I do not think it necessary to have any separate method of recruitment for the Judicial Branch of the Indian Civil Service. I should, however, recommend that candidates should be required, immediately after their appointment, to make their choice between the two branches of the Service and put through a course of special training according to their choice. I am also of opinion that the time has come for considering if the Judicial Service may not be altogether filled up by a different system of recruitments in India alone, members of the Indian Civil Service being wholly kept out of it. Natives of India promoted from the Provincial Civil Service or taken from the Bar have proved themselves capable of holding and discharging the duties of the highest judicial course and without having any previous training in England. If this suggestion is found acceptable, I would recommend that the Judicial service may be placed entirely under the control of the High Courts, who may be directed to recruit officers for the higher branch of the Service partly from the subordinate judicial service itself and partly from among the members of the legal profession.

25593 (12). Are you satisfied with the present statutory definition of the term "Natives of India" in section 6 of the Government of India Acts, 1870 (33 Vict., c. 3), as

including "any person born and domiciled within the Dominions of His Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only," irrespective of whether such persons are "of unmixed Indian descent, or of mixed European and Indian descent, or of unmixed European descent? If not, state fully any proposals that you wish to make in regard to this matter?—The present definition seems to me fairly satisfactory excepting for the vague character of the words "of parents habitually resident in India." It would be desirable in the interest of precision to fix a limit of say 10 or 12 years' previous residence in India as a condition of eligibility for their children to appear at the examination.

25594 (13). If the system of recruitment by open competitive examination in England is retained, state the age-limits that you recommend for candidates at such examination, giving your reasons?—I think the present age limit is fairly satisfactory, but the maximum age for appearance at the examination might be with advantage raised by a year or two in view of the fact that Indian youths find themselves at a great disadvantage in having to live in a foreign country in extremely tender age.

25595 (15). What age-limits for the open competitive examination in England would best suit candidates who are Natives of India, and for what reasons? Do you recommend any differentiation between the age-limits for Natives of India, and for other natural-born subjects of His Majesty?—The first part of the question has already been answered in connection with question (13). I recommend no differentiation.

25596 (17). Is any differentiation in the subjects for the open competitive examination in England desirable between candidates who are Natives of India and other candidates? If so, state them and give reasons?—I do not think any differentiation is desirable.

25597 (18). Do you consider it necessary that certain posts should be reserved by Statute for officers recruited to the Indian Civil Service, and, if so, what posts, and for what reasons?—I am not in a position to say what particular posts might be reserved for officers recruited for the Indian Civil Service, though I should think it is desirable that some posts should be so reserved. I have, however, already said that members of the Civil Service may not have any claim to judicial posts.

25598 (19). Do you consider that a minimum proportion of European subjects of His Majesty should be employed in the higher posts of the Civil Administration? If so, to what proportion of the posts included in the Indian Civil Service Cadre do you consider that Natives of India might under present conditions properly be admitted?—I do not consider that it is desirable to fix any such minimum by Statute. Considering the present situation and the outlook for another half a century, I do not think that there is any chance that the proportion of European subjects of His Majesty in the Indian Civil Service should be less than that of the Natives of India.

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25599 (20). Do you accept as generally satisfactory in principle the present system under which Natives of India are recruited for posts in the Indian Civil Service Cadre partly through the medium of an open competitive examination in England, and partly by special arrangement in India?—Generally satisfactory the present system may be, but I have to say that the special arrangement in India for recruitment of Natives of India for posts in the Indian Civil Service is hardly sufficient to satisfy the ambitions of present-day Indians.

25600 (21). Do you consider that the old system of appointment of "Statutory Civilians" under the Statute of 1870 should be revived and, if so, what method of recruitment would you recommend?—If simultaneous examinations are held in England and India, I am not in favour of reviving the old system of appointment of "Statutory Civilians" which seems to have satisfied nobody.

25601 (22). If the system of recruiting military officers in India for posts in the Indian Civil Service Cadre has been stopped or has never existed in your Province would you advise its re-introduction or introduction, as the case may be, and if the system should be introduced or re-introduced, to what extent, in your opinion, should it be adopted?—The system is partly working in my Province. If the system of simultaneous examinations is adopted, I do not think it would be necessary to continue it any longer, not to speak of extending it to the recruitment of selected officers from other Indian services.

25602 (23). Do you consider that such a system should be restricted to the recruitment of military officers, or extended to the recruitment of selected officers from other Indian services?—Covered by answer to question (22).

25603 (29). Do you consider that candidates recruited for the Indian Civil Service by open competitive examination should undergo a period of probation before being admitted to the Service?—Yes, as now.

25604 (30). If so, how long, in your opinion, should this period be, and what course of study should be prescribed for the probationers?—The present system may do as well.

25605 (31). Do you consider that any differentiation is necessary between the course of study for probationers who are Natives of India and the course prescribed for other natural-born subjects of His Majesty? If so, please state the special arrangements that you recommend?—I agree with those who have expressed themselves against any such differentiation.

25606 (32). Do you consider that the probationers' course of instruction could best be spent in England or India? Is your answer equally applicable to the case of Natives of India and of other natural-born subjects of His Majesty?—Yes, in England as now. And in case of simultaneous examinations being held in England and India it is desirable that the successful candidates in India might also be compelled to spend their probationary period in England.

25607 (33). Do you think it desirable to start, at some suitable place in India, a college

for the training of probationers of the Indian Civil Service, and possibly of other Indian Services recruited in England?—No further College training appears to be necessary.

25608 (34). Do you think it desirable that each Provincial Government should arrange for the training of probationers by suitable courses of instruction for the whole or portions of the first two years of service at some suitable centre?—Yes, the whole of the probationary period.

25609 (36). Do you consider that there has been any deterioration in the knowledge of the Indian languages possessed by members of the Indian Civil Service? If so, what are the causes? Are you satisfied that European members of the Indian Civil Service attain to an adequate proficiency in the study of the Indian languages, and, if not, how could this best be remedied?—I cannot say what are the causes, but it appears to me that Civil Service men nowadays care less to attain to any special proficiency in any of the Indian classical or spoken languages. I do not know how this may be best remedied.

25610 (40). Is any differentiation desirable in a system of training after appointment in India between members of the Indian Civil Service who are Natives of India and other natural-born subjects of His Majesty?—I do not think any differentiation is necessary.

25611 (42). Is any differentiation necessary in regard to the probation and training of members of the Indian Civil Service who are Natives of India as between persons of unmixed Indian descent, of mixed European and Indian descent, and of unmixed European descent?—I am not in favour of any differentiation.

Written answers relating to the Provincial Civil Service.

25612 (51). Please refer to Government of India Resolution Nos. 1046—1058, dated the 19th August 1900, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—(i) I consider the conditions governing recruitment to the Provincial Civil Service under the Government of India Resolution fairly satisfactory. But that Resolution leaves to the Local Governments the task of adopting their own methods of recruitment and makes no suggestion for, at least, a partial adoption of the principles of recruiting by competitive examination. Most of the recent recruitments to the Provincial Civil Service in my Province by nomination have been satisfactory, but I should think that, at least, half of the posts may be thrown open to a competitive examination. Provincial appointments should, no doubt, be made from men resident in the Province; but the length of previous residence necessary as a qualification for recruitment to the Provincial Civil Service may be increased from three to six years. (ii) Functions of the officers of the Executive and Judicial Branches of my Provincial Civil Service are not at all differentiated, and a change is desirable, specially in the

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[continued.]

direction of giving civil justice to an entirely separate set of officers. (iii) I have nothing to suggest in the designation of the Provincial Civil Service. (iv) I have no suggestion to make regarding the other points raised in the above question relating to the Provincial Civil Service.

25613 (52). In particular, are the rules for the recruitment of the Provincial Civil Service in force in your Province suitable or have you any recommendations to make for their alteration?—The present rules are suitable.

25614 (53). Do you consider that recruitment for a Provincial Civil Service should ordinarily be restricted to residents of the Province to which it belongs?—Covered by paragraph i of answer to question (51).

25615 (54). Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—Yes, all classes and communities in the Provincial Service of Assam seem to be duly represented, and no other arrangements are necessary.

25616 (55). Are you satisfied with the existing arrangements for the training and probation of officers appointed to the Provincial Civil Service?—Yes.

25617 (56). Do you consider that the numbers of officers authorised for the various grades of your Provincial Civil Service are satisfactory? If not, please state your views?—I do not consider the present numbers in the first three grades, at least, to be satisfactory. The first and second grades have only one appointment in each, while in the third two. An appreciable increase in the numbers of those grades is necessary.

25618 (57). To what extent are the functions of the officers of the executive and judicial branches of your Provincial Civil Service differentiated? Is any change desirable and, if so, in what direction?—Covered by paragraph ii of answer to question (51).

25619 (58). Are you satisfied with the present designation "the Provincial Civil Service"? If not, what would you suggest?—Already answered under question (51).

25620 (59). Do you accept as suitable the principle recommended by the Public Service

Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—I think, having regard to the vast change in the conditions of the country since the Public Service Commission of 1886-87 recommended the principle as suitable as regards salary of the Provincial Civil Services, a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed is very necessary.

25621 (60). Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—In my opinion, the existing rates of pay and grading in the Provincial Service of Assam are inadequate. I would suggest to have the pay in the first grade raised to Rs. 1,000 and that of the lower grades raised likewise by a fair proportion.

25622 (64). Are you satisfied with the existing organisation of the Provincial Civil Service? If not, please state what alternative organisations you consider desirable, and explain fully your views, making any suggestions that appear to you to be suitable?—In my opinion the existing organisation seems to be satisfactory.

25623 (65). Have you any other proposals to make in regard to the Provincial Civil Service not covered by your answers to the above questions? If so, please explain them?—In answer to this question I would suggest that the Sub-Deputy Collectors of Assam, who are known as officers of the "Subordinate Executive Service," be incorporated with those of the Provincial Civil Service. While the same standard of educational test governs the appointment of officers of both the services and when they are required to pass the same departmental examinations, the Sub-Deputy Collectors are generally a more hard-working class of officers than the Extra Assistant Commissioners of the Provincial Civil Service, and they do works of a more multifarious nature than the latter. As such, the Sub-Deputy Collectors are known to smart under a great heart-burning for being reckoned as a class of officers inferior to the Extra Assistant Commissioners.

MR. RADHA NATH CHANGERKOTI called and examined.

25624. (Chairman.) You are the Proprietor and editor of the *Times of Assam*?—I am.

25625. Do you occupy any public position in Assam?—I have held no position in the public service.

25626. Have you lived in Assam all your life?—Yes. I am a pure Assamese.

25627. What is your caste?—I am a Brahman.

25628. You are in favour of simultaneous examinations, are you not?—I am, subject to the remarks I have made in my written answers.

25629. Do you suggest any limit to the introduction of Indians through this medium?—No.

25630. Are you anxious to see the European element in the administration maintained?—Of course.

25631. Do you consider there is any risk of that element being unduly reduced by the introduction of simultaneous examinations?—I do not think so. If a certain percentage is fixed I do not think there will be an abundance of the Indian element. All the Indians who go up for the examination are not likely to be successful and I think only a limited number will be able to appear.

25632. In your answer to question (2) you say you do not think the most intellectual Indians are now going up for the open competition in England?—That is so. The best Indians are shut out.

25633. You think the ablest Indians would go up under a system of simultaneous examinations?—Yes.

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[continued.]

25634. So that from the point of view of intellectual efficiency you anticipate many more being successful than is the case at present?—That is so.

25635. Failing the establishment of simultaneous examinations, you propose a system of scholarships. How would you establish those scholarships?—I would give every Province a chance of getting one.

25636. You would allot so many to each province?—Yes.

25637. Would you have a competitive examination in each Province?—Yes.

25638. The successful candidate would have the opportunity of going to England and of being trained there prior to the examination?—Yes.

25639. How many such scholarships would you like to see established?—One for each Province.

25640. If simultaneous examinations are established in this country you propose to abolish the listed posts?—Yes, I do.

25641. You would like them reabsorbed into the Indian Civil Service, would you not?—Yes.

25642. How do you think the members of the Provincial Civil Service would like that?—I should like the listed posts to be open to every one by competitive examination.

25643. But the members of the Provincial Civil Service, under your proposal, would no longer have an opportunity of occupying those posts, would they?—No. The men of the Provincial Civil Service may not like my proposal.

25644. Would it not remove a considerable encouragement from the members of that service?—Yes.

25645. What advantage do you see in extinguishing those posts?—I should like to see the posts open to every one who enters by competitive examination. I do not want nomination or selection, or anything of that kind.

25646. In your answer to question (11) you say you do not think separate recruitment for the Judicial Branch of the Indian Civil Service is necessary, but you consider it desirable. If it is not necessary, why do you think it is desirable?—I do not think it is necessary to have separate recruitment for the Judicial and Executive Branches.

25647. Do you mean that you do not think it is desirable if it is not necessary?—Yes.

25648. You modify your view now, do you?—Yes.

25649. After having said that you do not think such a course necessary you propose that recruitment for the Judicial Branch should be confined to India, members of the Indian Civil Service being kept wholly out of it. You say now that you do not think separate recruitment to be necessary for the present?—That is so.

25650. You consider it important that Indians who are successful in the examination in India should have a training in England, do you not?—Yes.

25651. You regard it as essential?—Yes, I do.

25652. You say you are satisfied on the whole with the officers in the Provincial Civil Service?—Yes.

25653. But you would like to see a change in the method of recruitment?—Yes.

25654. Why do you want to see a change if you are on the whole satisfied with the officers now in the service?—At present appointments are made by competitive examination and by nomination, and my object is to have them made entirely by examination and not by nomination.

25655. Do you think there is any weight in the consideration put forward by some witnesses, that in some districts it is important to have certain communities represented?—I do not think that is necessary.

25656. You think the whole of the Provincial Civil Service should be recruited by open competition without any form of nomination?—That is so.

25657. (Sir Murray Hammick.) With regard to the answer you have given to question (11), do you know what the curriculum of the open competition is?—No, I do not.

25658. So that you are not speaking there from any knowledge of your own?—No.

25659. You go on to say: "I do not think it necessary to have any separate method of recruitment for the Judicial Branch of the Indian Civil Service. I should, however, recommend that candidates should be required, immediately after their appointment, to make their choice between the two branches of the Service." What is the Judicial Service to deal with?—The administration of civil justice particularly.

25660. You do not include criminal justice?—No.

25661. You do not consider it is necessary to have separate judicial officers to deal with Magistrates' work?—I do not think so.

25662. Would you leave that to the Indian Civil Service officer?—Yes.

25663. Would you place the Indian Civil Service officers who are Magistrates under the High Court in the same way that you suggest the Judicial Service should be placed under the High Court?—Yes.

25664. You would put all Magistrates under the High Court?—Yes.

25665. Do you wish to see a separation of the Magistrates from the Deputy Commissioners?—I do.

25666. But you would not recruit for them separately?—No, not separately. After a certain term of years of service they may make their choice between the judicial and the executive, and those who take the judicial line may be left entirely under the control of the High Court.

25667. Do you want to leave the Judicial Service to be separately recruited outside the Civil Service?—Yes.

25668. If you are going to recruit from outside the Service altogether, what do you mean by saying that Indian Civilians should wait and then choose?—Members of the Civil Service are supposed to have a choice between judicial and executive work, and I say they must make that choice after a certain number of years.

25669. But at the same time you prefer to get your Judicial Service men from outside the Indian Civil Service altogether?—As regards the

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[continued.]

administration of civil justice I refer to Munsifs and Subordinate Judges.

25670. Are you talking of Subordinate Judges here, not the Judges of the Civil Service?—I refer simply to those who administer civil law.

25671. The Sessions Judges would be Civil Service men?—Yes.

25672. And you would have a separate set of Judges to do the civil work?—That is so.

25673. Why would you not allow the Indian who does civil work to do criminal work too? Do not you think they are fitted to do criminal work?—They are fitted.

25674. Why not put him into the Civil Service and make him a Judge there?—I have not said that the Judges should be exclusively members of the Civil Service. My contention is that those who have to administer the civil law must be recruited by a separate method.

25675. How are the Subordinate Civil Judges in Assam recruited now?—Some from the Provincial Civil Service and some from the Bar.

25676. You would like to see them all taken from the Bar?—Yes.

25677. After how many years' service would you take them into the Subordinate Judicial Service?—Five to seven years' practice at the Bar.

25678. Do you think that anybody who had a good practice would take the post of a Subordinate Judge?—Of course, if the pay is good.

25679. But at the present rate of pay would a good Vakil who had been seven years in practice take Rs. 300 a month to become a Sub-Judge?—No.

25680. You would have to raise the pay of the Subordinate Service before your scheme could be brought into operation?—Yes.

25681. You say you think it is very hard that the Sub-Deputy Collectors should smart under heart-burning by being inferior to Extra Assistant Commissioners, and for that reason you propose to combine the Subordinate Service with the Provincial Service?—Yes.

25682. But these Subordinate Service officers are paid much less than the officers of the Provincial Service, are they not?—Yes.

25683. Do you propose to raise their pay to the level of the Provincial Service?—Yes.

25684. But if you can get men to do the work on the less pay, why should you raise their pay and put them into the Provincial Civil Service?—I would do away with the distinction of name and status and combine them and call them members of the Provincial Civil Service instead of members of the Subordinate Service.

25685. Will it not cost a great deal of money to raise the pay of all these men?—I do not speak from the point of view of finance.

25686. You have no idea of financial considerations in this matter?—No.

25687. (Mr. Macdonald.) Have you any personal knowledge of the planting districts?—Yes; I live in a planting district.

25688. Do you know that the opinion there is that only English officers should be placed over it?—That is the opinion.

25689. Is that because they want efficient factory inspection?—I cannot say why.

25690. Have you heard it stated that that is the reason?—No, I have not.

25691. Have you heard it said that it was because they wanted clear water supplies, and so on?—No.

25692. Have you heard any reason at all why the planting community desire only English officers to be placed over them?—I have not.

25693. What reason do you yourself assign?—I have never heard any reason expressed for it.

25694. The opinion is simply that it should be an Englishman?—Yes.

25695. (Mr. Fisher.) You say in your answer to question (54) that all classes and communities in the Provincial Civil Service of Assam seem to be duly represented and no other arrangements are necessary. Do you approve of the due representation of classes and communities in the Provincial Civil Service of Assam?—I do not approve of that.

25696. On what grounds do you not approve?—It depends upon one's abilities, and I do not see any reason for bringing in class feeling.

25697. You say in answer to question (13) that Indian youths find themselves at a great disadvantage in having to live in a foreign country at an extremely tender age. Do you happen to know at what age the examination for the Indian Civil Service is held in London?—I think it is 19.

25698. If I were to tell you that the age was not 19 but 24, would you consider that a very tender age?—No.

25699. In answer to question (33) you say that no further College training appears to be necessary after the Indian Civilian comes to India, but in answer to question (34) you think it desirable that the probationers should be trained during the whole of this probationary period by suitable courses of instruction devised by the Provincial Governments?—I am a little puzzled and should like you to explain. I thought question (33) applied to some central training institution. In my answer to question (34) I suggest that the Local Governments should post new civilians to districts for a certain period to have their training as at present.

25700. That is to say you approve of the continuance of the present arrangements?—Yes.

25701. (Mr. Sly.) You have given an opinion in favour of simultaneous examinations; have you considered what the effect of that would be on your own Assamese race?—Yes; my race will have a chance of getting into the Service.

25702. Has any Assamese ever got into the Service?—Only one since the constitution of the Service, and that was forty years ago.

25703. Do you think any more are likely to pass in now?—Yes.

25704. Can you give us the number of Assamese who are B.A.'s or M.A.'s?—There are not less than a hundred B.A.'s.

25705. In how many years?—Ten or twelve.

25706. How many Assamese obtain their B. A. every year?—Perhaps half a dozen.

25707. And you think that half a dozen will have a fair chance in the competition with all the other B.A.'s?—Yes. Some of these Assamese have stood first and second in the whole University.

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[concluded.]

25708. Do you think that any Indian who passes in the open competition would be suitable for employment in the Assam Valley?—Yes.

25709. Would you like to see Indians from other parts of India employed in the Assam Valley?—Yes.

25710. Has the *Times of Assam* advocated simultaneous examinations at all?—That question has not come before it.

25711. Has it advocated a strong policy of Assam for the Assamese?—Yes.

25712. But now you recommend that all class and communal representation in the Provincial Civil Service should be swept aside?—I must look at the matter from the Indian point of view first, and then from the point of view of Assam.

25713. Then the Assam point of view has gone altogether?—No, it has not gone.

25714. If you want to get the best of the Assamese by an examination, I assume you want to improve education in the Assam Valley?—Yes. It is improving now; we have a college in the Assam Valley.

25715. How many high schools have you got in Assam?—Each district has one or more high schools.

25716. Are any of them in charge of European headmasters?—No.

25717. Has your paper advocated the appointment of Europeans as headmasters of high schools?—Yes.

25718. That policy still remains?—Yes.

25719. You have suggested that if simultaneous examinations are held you are not in favour of reviving the Statutory Civil Service; but supposing simultaneous examinations are not held, are you in favour of reviving the Statutory Service?—No.

25720. Will you look at your answer to question (21) and tell us what you really mean by it. If simultaneous examinations are not held in England and India, what then?—Still it is not desirable.

25721. (Mr. Chahal.) Have you had a University career?—No. In my time there was no College in Assam.

25722. Have you been to any college?—No.

25723. In your answer to question (11) you are only dealing with the Indian Civil Service and in answer to question (51) you are mainly dealing with the Provincial Civil Service?—Yes.

25724. You say in your answer to question (51): "The functions of the officers of the Executive and Judicial Branches of my Provincial Civil Service are not at all differentiated and a change is desirable, specially in the direction of giving civil justice to an entirely separate set of officers." What does that mean?—Those officers should be empowered exclusively to try civil cases.

25725. Do not the Sub-Judges and Munsifs now do purely civil work?—No, not in Assam.

25726. What are they in your Civil List for?—They do Magistrate's work and revenue work.

25727. Munsifs?—Yes.

25728. Are you sure?—Yes. The proper designation of those officials is Extra Assistant Commissioner. They have the powers of the Munsifs, but we have no separate Munsifs.

25729. I am referring to the Judges recruited from Bengal?—Those posted from Bengal are recruited to a certain district.

25730. Which is part of Bengal?—Yes.

25731. And they do purely civil work?—Yes.

25732. You advocate that because these officers have special training in civil law and you think they should be extended to the rest of Assam?—Yes.

25733. And that it is only right and proper that persons who have had training in civil law should administer civil justice?—Just so.

25734. Then in the same way you ought to be anxious that persons who are administering criminal justice should be trained in the principles of criminal jurisprudence and criminal law?—Yes.

25735. Do you think that at present in Assam the officers who are exercising Magisterial powers, First, Second, and Third Class, have any training in criminal law beyond that which they have had for their departmental examination?—No.

25736. Is it not desirable that those who give sentences of four or six months or fines up to Rs. 200 or Rs. 500 should be properly trained in criminal law?—Yes.

25737. You would not then be against criminal powers being taken away from those persons who are at present wielding them?—No.

25738. (Mr. Arbuthnott.) You say you do not think any special classes of the community can complain if they are not allowed to enter the Provincial Service or the Indian Civil Service except through the door of open competition, and you say you look at the question from the Imperial point of view, and not from an Assamese or provincial point of view. Are your views generally held by your Assamese compatriots?—Yes.

25739. Is that view popular amongst the Assamese?—In Assam.

25740. Do they welcome the appointment of Bengalis in the Assam Valley districts or are they constantly agitating against it?—They are against it.

25741. Then why do you say the views are popular in Assam?—That is not the fault of the Assamese or the Bengalis, but the fault of the Government. If two men of equal capacities are candidates it sometimes happens that the foreigner is appointed in preference to the local man.

25742. (Mr. Ahmed.) You are not in favour of appointments by selection; you want competition?—That is so.

25743. In answer to question (51) you say you would only throw open half the appointments to competition. Why do you not throw open all?—I have no objection to the present system of nomination, but it would be better to have the whole by competition.

25744. Are the members of the Provincial Service satisfied with their prospects?—No, they are not satisfied.

25745. Then why do you say there should be no listed posts for the Service?—I have said that if the pay and prospects are raised I do not see any reason for listed posts.

25746. Will not they improve the prospects?—Yes, of course.

(The witness withdrew.)

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MR. PANCHUGOPAL MUKERJEE.

PANCHUGOPAL MUKERJEE, Esq., M.A., B.L., Deputy Magistrate and Deputy Collector, 5th grade.

Written answers relating to the Indian Civil Service.

25747 (1). What is your experience of the working of the present system of recruitment by open competitive examination for the Indian Civil Service? Do you accept it as generally satisfactory in principle?—The present system of recruitment by open competitive examination is generally satisfactory in principle.

25748 (3). Is the system equally suitable for the admission of "Natives of India" and of other natural-born subjects of His Majesty? If not, what alteration do you recommend?—Natives of India labour under a very serious disadvantage by reason of the open competitive examination being held in England. Many promising and deserving youths cannot try for the examination for want of sufficient means. It is necessary that increased facility should be afforded to the Natives of India in the matter of admission to His Majesty's Indian Civil Service.

25749 (7). What is your opinion regarding a system of simultaneous examination in India and in England, open in both cases to all natural-born subjects of His Majesty?—I am in favour of a system of simultaneous examination in India and in England open in both cases to all natural-born subjects of His Majesty. I regard it as imperative, however, that successful Indian candidates from the Indian centre must proceed to England and undergo a period of training at an approved University for at least two years before they are finally appointed.

25750 (9). What would be your opinion with regard to filling a fixed proportion of the vacancies in the Indian Civil Service Cadre by "Natives of India" recruited by means of a separate examination in India or by means of separate examinations in each province or group of provinces in India? If so, what proportion do you recommend?—If a system of simultaneous examination cannot be introduced, a fixed proportion of the vacancies in the Indian Civil Service Cadre should be recruited by a separate examination in India. The proportion that I would recommend is one-third.

25751 (12). Would you regard any system of selection in India which you may recommend for young men who are "Natives of India," as being in lieu of, or as supplementary to, the present system of promoting to listed posts officers of the Provincial Civil Services. If the former, what alteration, if any, would you recommend in the conditions governing the Provincial Civil Services?—If a system of simultaneous or separate examination be introduced I would not press for the continuance of the present system of promoting to listed posts officers of the Provincial Civil Service.

25752 (15). If the system of recruitment by open competitive examination in England is retained, please state the age limits that you recommend for candidates at such examination, giving your full reasons. Do you consider that the age limits should be fixed to attract candidates of the normal school-leaving age in England, or candidates who have completed a

University course, or candidates at an intermediate stage of education?—If the present system of recruitment by open competitive examination in England is retained I would suggest no alteration of the present age limits, especially in view of the opportunity it affords to Indian candidates to obtain a University degree here before competing for the examination. Under present conditions an Indian youth cannot graduate before he is twenty years of age.

Written answers relating to the Provincial Civil Service.

25753 (1). Please refer to Government of India Resolution No. 1046-1058, dated the 19th August 1910, defining the general conditions which should govern recruitment to the Provincial Civil Service, and reproduced as Appendix A. Are these conditions suitable, or have you any recommendations to make for their alteration?—The general conditions governing recruitment to the Provincial Civil Service are on the whole satisfactory. I, however, beg leave to suggest that Rule VII may be modified by substituting Rs. 600 for Rs. 500 grade in view of the increased cost of living, and the alterations in the rates of pay suggested hereafter. The direct appointment of outsiders in the higher grades of service causes discontent to its officers and I would suggest that such appointments should be confined to the lower grades.

25754 (2). Please supply a copy of the Rules for the Recruitment of the Provincial Civil Service in force in your Province. Are these rules suitable, or have you any recommendations to make for their alteration?—The Rules published under *Assam Gazette* notification No. 3362-A., dated the 26th November last, appear to be quite suitable for Assam. I would, however, modify Rule No. 12, so as to allow promotion to the grade of Rs. 500 also to be ordinarily given according to seniority subject to fitness and approved conduct.

25755 (3). Please see the statement showing the constitution of the Provincial Civil Service, reproduced as Appendix B to these questions, and state whether the information is correct for your Province. If not, what alterations are required?—The information is correct.

25756 (6). What is your experience of the officers selected by the different methods of recruitment, which method has proved the most satisfactory, and what changes, if any, in the present system of recruitment do you recommend? For direct recruitment do you recommend (a) open competition, (b) nomination, (c) combined nomination and examination, or (d) some other method? Please describe fully the system that you recommend?—The only system of recruitment prevalent in Assam is by nomination or selection, and it has, I believe, worked well. As a system, however, I would regard combined nomination and examination as being most likely to secure the most suitable candidates in the matter of direct recruitment. Selection is to be made among candidates having plenty of character who are able to secure a prescribed minimum number of marks in a competitive examination.

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[continued.]

25757 (7). To what extent are non-residents of the Province employed in your Provincial Civil Service? Do you consider that only residents of the Province should ordinarily be recruited?—I agree that ordinarily residents of the Province should be appointed, provided they are fit. If efficient local candidates are not forthcoming suitable outsiders should be recruited, as it is important that efficiency should not be sacrificed.

25758 (8). Are all classes and communities duly represented in your Provincial Civil Service? Do you consider that this is desirable, and what arrangements do you recommend to secure this object?—I think so. I consider that it is desirable that all classes and communities should be duly represented, provided efficient candidates are forthcoming. I would simply leave matters in the hands of the local Administration in this respect.

25759 (9). What is the system of training and probation adopted for officers of the Provincial Civil Service? Do you consider it satisfactory, and, if not, what alterations do you recommend?—The present system of training and probation is on the whole satisfactory in principle. I think, however, that more care should be taken to thoroughly train up each probationer in the various Revenue departments under the personal supervision of District officers and experienced Provincial Service officers, so as to make him thoroughly conversant with the rules and the practical working of each department.

25760 (10). Is the existing system of Departmental examinations suitable, and, if not, what changes do you recommend?—I consider the existing system of Departmental examination to be suitable and suggest no alteration.

25761 (11). Do you consider that any change should be made in the classes of offices and appointments at present included in your Provincial Civil Service?—I do not think so.

25762 (15). What is the annual rate of recruitment and how is it fixed? Has it worked well in practice and does it secure an even flow of promotion?—The annual rate of recruitment is only two, as recently fixed. I am not prepared to give an opinion as to whether it would secure an even flow of promotion.

25763 (16). To what extent is any system of selection for appointments to the higher grades enforced? Is any change of practice required in this respect?—The system of selection is enforced for promotion to the grades of Rs. 500 and above, the appointments to the lower grades being made ordinarily according to seniority. I would recommend that promotion to the grade of Rs. 500 also, should ordinarily be made according to seniority, and promotion to the upper grades by selection.

25764 (17). Are you satisfied that under the existing system of promotion the interests of individual officers and of the Administration are duly reconciled, and have you any suggestions to make regarding it, particularly on the subjects of selection for higher appointments and of the compulsory retirement of inefficient officers?—Yes. I think the interests of individual

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officers and of the Administration are duly reconciled in the matter of promotion under the existing system. I think inefficient officers should be compulsorily retired on suitable allowances.

25765 (18). To what extent are the functions of the officers of the executive and judicial branches of your Provincial Civil Service differentiated? Is any change desirable, and, if so, in what direction?—The officers of the Provincial Service in Assam, especially in the Assam Valley division, have to exercise both executive and judicial functions, including the work of Munsifs. This not unoften causes interference and delay in the disposal of judicial work, but, apart from this, the system has been found satisfactory in practice and might perhaps continue.

25766 (19). Are you satisfied with the existing arrangements by which certain posts, ordinarily filled by members of the Indian Civil Service, are listed as open to officers of the Provincial Civil Service of proved merit and ability, and is the system followed in making appointments to these posts suitable? If not, what alterations do you suggest?—This does not, I am afraid, apply to Assam. There is no listed post open to the members of the Provincial Civil Service in Assam. I think there should be at least two such posts open to the Provincial Civil Service officers. In Bengal the existing system appears to be satisfactory, but the number of posts should, I think, be increased.

25767 (20). Are you satisfied with the system by which most of the inferior listed posts are merged in the Provincial Civil Service? If not, what change would you suggest?—This does not apply to Assam. I am not satisfied with the existing system by which most of the inferior listed posts are merged in the Provincial Civil Service in Bengal. Under the existing system no one feels that he is holding an inferior listed appointment. I think officers appointed to the post of Joint Magistrates or Assistant Magistrates should be designated as such and treated accordingly.

25768 (21). Are you satisfied with the present designation "the Provincial Civil Service?" If not, what would you suggest?—Yes.

25769 (22). Do you accept as suitable the principle recommended by the Public Service Commission of 1886-87, and since followed, that the conditions of the Provincial Civil Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed? If not, what principle do you recommend?—The principle recommended is, I am afraid, not quite suitable. It is also necessary to take into consideration whether later on the officer would earn enough salary to enable him and his family to live decently and comfortably.

25770 (24). Are the existing rates of pay and grading in the Provincial Civil Service of your Province adequate to secure the desired qualifications in the officers appointed? If not, what alterations do you recommend?—The existing rates of pay and grading in the Provincial Civil Service are not adequate or suitable. Cost of living has increased considerably and will go

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[continued.]

on increasing with the steady rise in the style and standard of living. It is necessary that the rates of pay should be improved, and the number of appointments in the higher grades, which is now too low, should be substantially increased. The grading should be so arranged in point of number, that an officer, provided he works well, might reasonably hope to reach the top grade in twenty-five years. I beg to suggest the following grades:—

	Rs.
I	1,000
II	850
III	700
IV	600
V	500
VI	400
VII	300
VIII	250

25771 (25). Are you satisfied with the present system under which officiating promotions are not made in the Provincial Civil Service? If not, what alteration do you recommend?—No, I am not satisfied with the present system under which officiating promotions are not made. This is indeed a standing grievance of the members of the Provincial Civil Service. We should be allowed the favour of officiating grade promotions as enjoyed by the Indian Civil Service officers.

25772 (26). What is your opinion regarding the substitution of a time-scale of salary for the existing graded system of promotion? If you are in favour of a time-scale, should it be restricted to the lower grades of the service, or not?—I am in favour of the substitution of a time-scale of salary, but it should be restricted to the lower grades of the service up to the Rs. 500 grade.

25773 (29). If you recommend any kind of time-scale of pay, please describe the scheme that you propose and state what conditions should be laid down in regard to the grant of increments, promotion to superior grades, charge allowances and other matters of importance. How do you propose to apply such time-scales in Provinces where the scale of pay of the executive and judicial branches of the service is different?—I would recommend the following

time-scale of pay up to the Rs. 500 grade: First three years Rs. 250; next three years Rs. 300; next four years Rs. 400; eleventh year Rs. 500. Grant of increment should depend upon satisfactory discharge of duties. Promotion to the grades of Rs. 600 and above should be made by selection according to merit.

25774 (30). Do you approve of the arrangement by which officers of the Provincial Civil Service holding listed posts draw salary approximately at the rate of two-thirds of the pay drawn in the same posts by members of the Indian Civil Service? If not, what rates do you suggest for the various appointments?—No. I would suggest a rate of three-fourths of the pay of Indian Civil Service officers.

25775 (32). Is all the leave on full pay due to them ordinarily taken by officers of the Provincial Civil Service, and, if not, what are the reasons? Is the amount which can be earned in your opinion suitable? If not, what alternative arrangement do you suggest?—Possibly not, but I am unable to assign reasons. I would suggest that privilege leave should be allowed to accumulate up to six months instead of three as at present.

25776 (33). Is all the furlough due to them ordinarily taken by officers of the Provincial Civil Service? Is it necessary to allow for as much furlough as is permissible by the present rules? If not, what change do you suggest?—I think not. It is, however, necessary to allow for as much furlough as is permissible by the present rules, and I do not suggest any change.

25777 (34). Do you consider that the rates of furlough allowances are suitable? If not, what changes do you recommend?—Yes. I recommend no change.

25778 (35). Do you consider that the maximum and minimum limits of leave allowances at present fixed are suitable?—Yes.

25779 (47). Have you any other proposals to make in regard to the Provincial Civil Service not covered by your answers to the above questions? If so, please explain them.—The Government should, in my humble opinion, undertake the construction of suitable quarters for its officers at the various stations and let them out on reasonable hire.

MR. PANCHUGOPAL MUKERJEE called and examined.

25780. (Chairman.) You are a Deputy Magistrate and Collector, I believe?—Yes.

25781. You are in favour of the introduction of simultaneous examinations?—Yes.

25782. You consider it important that Indian candidates should go to England for training after passing the examination in India?—Yes.

25783. Will you give us your reasons for holding that view?—The efficiency of the Indian Civil Service must be maintained, and it is necessary that candidates should succeed in the subjects mentioned, and gain the European training.

25784. Would you favour the practice of going to England before the examination, or after?—After the examination.

25785. Do you think that many Indians would stand a fair chance of success in the examination,

if held in India as well as in England?—I think more candidates will be successful if the examination is held here. At present many deserving youths cannot compete for the examination for want of sufficient means.

25786. You think that the educational facilities offered in India will be sufficient to enable them to be successful at such an examination?—Yes, I think so.

25787. Failing the establishment of a simultaneous examination, you would like a scheme for a separate examination?—Yes, I would.

25788. And under such a scheme you would limit the number of Indians to be admitted to one-third?—Yes, to one-third.

25789. If a simultaneous examination were established in this country, would you advocate

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[continued.]

the abolition of the listed posts?—In the interests of the Provincial Service I should like these posts to be retained; but, perhaps, it would be too much to ask for listed posts on the top of a system either of simultaneous or separate examination, and that is why I cannot press for the continuance of those posts, if either of these be granted. For the sake of the Provincial Civil Service I should certainly like that the listed posts should be continued.

25790. You think that if under a system of simultaneous examinations listed posts were to be retained, so many Indians would get in that the proportion of them would become too large?—I do not expect they would come in in large numbers. But as listed posts were sanctioned as a sort of compromise, given these facilities, I do not think it would be right to insist upon the continuance of the listed posts also. That is my point.

25791. From your experience of the Provincial Civil Service, and from your knowledge of the officers in that service, would you say that the extinction of the listed posts would be unpopular, or not?—So far as Assam Province is concerned, there are no listed posts in that Province; but in Bengal, of course, there are listed posts; and, I think, from the point of view of the Provincial Civil Service, the abolition might be unpopular.

25792. You think that it might act as a discouragement to officers in that Service if the higher posts were removed from the scope of their ambition?—Yes, to some extent.

25793. With reference to your answer to question (8) of the Provincial Civil Service series, I should like to ask you why you consider that all classes and communities should be duly represented in the Provincial Civil Service?—I think it is necessary to represent all classes as an encouragement to all classes and communities.

25794. Apart from encouragement, do you think that such representation would make for efficient administration?—Yes, I think so.

25795. Do you think that if all communities were not represented this would detract from efficient administration?—Not necessarily.

25796. So that all you desire is that each community should have a chance of getting into the Service?—Yes.

25797. I see that in your answer to question (25) you advocate the introduction of the system of officiating grade promotions into the Provincial Service?—Yes, I do.

25798. Why do you consider that officers in the Provincial Civil Service should be paid at a higher rate of salary when they are not discharging any more difficult duties?—The object is to improve the pay and the prospects of the members of the Service.

25799. Do you think that the system of officiating grade promotions is a satisfactory method of improving the prospects of the Service?—To a certain extent, as far as it goes.

25800. You advocate a time-scale, do you not?—Yes, I do, up to the Rs. 500 grade.

25801. And you also advocate certain extra posts on a higher salary in the Service?—Yes, I do.

25802. How many would you have in your first grade of Rs. 1,000?—Two, I think.

25803. How many would you have in the second grade of Rs. 850?—Two.

25804. Your time-scale would work up to Rs. 500?—Yes.

25805. And after Rs. 500 the promotions into the higher grades would be by selection?—Exactly.

25806. Do you suggest a further time-scale for the various grades of Rs. 600, and above?—No.

25807. Do you recommend the establishment of a Family Pension Fund?—I think the General Provident Fund is quite sufficient.

25808. As regards leave in the Provincial Civil Service, I see you suggest that privilege leave should be allowed to accumulate up to six months, as at present?—Yes, I do.

25809. That means that an officer would get six months' leave at the end of six years?—Yes, about six years; as soon as it accrues.

25810. Do you not think that six years is rather a long period for an officer to go without any leave?—I do not mean that privilege leave should not be granted earlier; but there are occasions when an officer cannot go on leave before about five years, and then, when he does, I think it proper that he should be allowed to enjoy the benefit of a longer period of leave on full pay.

25811. Do you not think that all officers from the point of view of health should have leave at more frequent intervals than six years?—I think they ought to go on leave oftener than once in six years.

25812. (Lord Ronaldshay.) I see you say that Government ought to provide quarters for officers in the Provincial Service, and let them out on reasonable terms?—Yes.

25813. What is the arrangement at present?—At present there are no Government quarters except for Sub-Divisional Officers, and whenever an officer is transferred, naturally, the first question that occurs to him is where he is to live, and sometimes he finds himself in difficulty in getting a suitable house to live in.

25814. The officer has to make his own arrangements?—Yes, he has to make his own arrangements.

25815. Do you yourself subscribe to the General Provident Fund?—Yes, I do.

25816. Are you satisfied with the provisions which you are able to make by means of that Fund?—Yes, I am.

25817. (Sir Theodore Morison.) With regard to your answer to question (3), you say that many promising and deserving youths cannot try for the examination for want of means? We have had a good deal of evidence with regard to that. I want you to tell me what estimate you make of this disadvantage? We all recognise it is a disadvantage. About how much is it?—I am not sure. It is difficult to form an estimate. But there are cases of this having occurred; Indian youths would not like to take the risk of going to England, only to return in the event of not succeeding.

25818. I do not wish to minimise it. I want to know exactly what you put it at. One witness we have had before us dealt with this. Does it amount to more than a return second-class passage

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[continued.]

to England? That, of course, is a very considerable amount, to some persons, but it would not be more than that, would it? You can get to England in a fortnight, you know?—As far as I know the cost of living in England is much more than the cost of living in this country.

25819. Yes, if they go to England for the sake of teaching which they cannot get in this country. That, of course, is another thing. You are advocating a simultaneous examination. I grant you that the poor youth will not be able to go, and will, therefore, be saved a certain amount of expense. If you could get the examination with the teaching which we have here, presumably the only extra expenditure which at the present moment is entailed upon him is the cost of taking himself to England and back. I do not deny that that is enough to deter a poor man; but is it more than that? The amount already spent on two years' residence is spent for the sake of education, and not merely to sit in the examination hall, is it not?—Yes, that is so.

25820. With regard to your answer to question (6) of the Provincial Civil Service questions, you recommend, do you not, a mixed system of combined nomination and examination?—Yes.

25821. Do I understand you to be in favour of retaining some form of nomination or not?—I have said that in Assam the system of selection is prevalent, and is found to be suitable, and, therefore, that may continue there. But, as a system of recruitment, I would prefer combined nomination and examination.

25822. Do I understand you to say that you would not like pure competition alone—competitive examination only?—No. I would like selection and examination.

25823. It has been said that by the old system of nomination a candidate has to do many things which are hurtful to his self-respect, and that men of high character and good family do not care to do that sort of thing. Do you not agree with that?—I do not know that. I have not come across any such case.

25824. (Mr. Chaudh.) What do you think of the opinion which some witnesses have expressed to us, that if you introduce a simultaneous examination, as a matter of fact, the actual result will be that fewer Indians will come out as successful Indian Civil Servants; because if you introduce simultaneous examinations some persons who now go to England will not go, and will not care to go to England, but will appear here, and the educational facilities at present available in India are not such as are calculated to give the necessary instruction for studying the very difficult and high course of curriculum for the Indian Civil Service? The result of these two is apprehended to be that for some years to come there will be actually a smaller number of Indians who will come out successful. What do you think of that?—I think there is much force in that contention; and probably that may be so.

25825. When you said that the result of simultaneous examination would be to introduce a larger number of Indians in the service, would you modify that statement slightly on account of the consideration which I have mentioned to you?

—I think I am prepared to modify it to that extent.

25826. In your answer to question (6), I see you say that nomination has been successful in Assam. Do you say that as compared with any system of competition?—No.

25827. So that you would only say that in a large number of cases the nominations have been happy?—Yes.

25828. But you do not admit that any system of what you call nomination and selection is apt to degenerate into favouritism as it did in the history of the Statutory Service, of which you must have heard?—I do not think it would necessarily degenerate into favouritism.

25829. Have you any definite ideas as to how to test what you call "plenty of character"? Your "selection" is to be made among candidates having "plenty of character" who are able to secure a prescribed minimum number of marks in a competitive examination. Am I right in understanding that a minimum number of marks is to be prescribed, and that selection must take place from amongst those who secure that minimum number of marks? Is not that so?—Yes.

25830. Selection has to be made from among those who get above a certain standard?—From those who are admitted to the examination. Candidates ought to be selected before they go up.

25831. The selection is to be before the examination?—Yes.

25832. And it is only those who are selected who can appear for the examination?—Yes.

25833. Then the selection before the examination, according to you, is to be on the possession of "plenty of character"?—Yes.

25834. Have you thought of any test by which the Selecting Board or the Selecting Body is to judge about "plenty of character"?—The Principal and professors of the College from which the candidate graduates might be able to furnish such certificates. The candidates might appear before local officers, the District Officers or Commissioners; and I do not think it would be very difficult for them to judge whether the candidates possess the necessary qualifications.

25835. You and I know what the character of the certificates usually supplied by heads of educational institutions is. Do you think that with those, and an interview with the candidates themselves, the Selecting Board will be able to select the proper men with "plenty of character"?—It would depend in a great measure upon the certificates which were given by the professors and the Principals of the colleges.

25836. But there would be different Principals and different professors sending in certificates for boys in their own institution?—Of course; but I do not think they would err very greatly in giving certificates.

25837. With reference to your answer to question (18), you say that in Assam officers exercise both executive and judicial functions, and also do civil work?—Yes.

25838. Have those who do the civil work and the judicial functions any legal training?—Yes. There are certain officers who are B.L.'s.

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25839. It might be that where selection or nomination has taken place the Extra-Assistant Commissioner or the Deputy Commissioner, or the person selected, might happen to be a B.L. I do not mean that. Does not the rule for entering into the service require a definite amount of legal knowledge before the man is appointed? Do the rules require that the person, in order to enter into the Provincial Service, must have a certain amount of legal knowledge?—No. B.L.'s should generally be taken.

25840. Would you like to see the two functions separated and given to a different class of officer, that those who have got to do any criminal judicial or civil judicial work should be persons who have passed through a certain legal training?—It is good in principle; but I do not think it is necessary in Assam.

25841. Will you kindly explain why it is good in principle, but not necessary in Assam?—In Assam the present system is working well. The officers of the Executive Service do both executive and judicial functions.

25842. Do you mean to say that a person who has got no legal training is doing criminal work and civil work satisfactorily, besides civil cases litigation?—He has to pass some departmental examination in law.

25843. We know what departmental examinations are, so far as law is concerned. There is no grounding or training in the principles of law required by the curriculum set up in the departmental examinations?—No. They have to be examined in certain Codes.

25844. I do not understand why you say that in practice it is unnecessary. Whatever the district may be, if it is in the nature of things that a regularly trained man should be able to do a certain class of work better than one who has not got that training, why do you say that in Assam it is not necessary?—Because I do not think there has been any serious miscarriage of justice and the present system is working satisfactorily.

25845. (Mr. Sly.) Under your proposal of combined nomination and examination for recruitment to the Provincial Civil Service, will you tell us how many candidates you propose to have nominated for a specific number of vacancies?—It is estimated that only two appointments will be made annually. I do not think that we could set apart any portion of it for pure nomination as distinguished from combined nomination and examination.

25846. How many candidates do you propose should be selected to go up for this examination for two vacancies?—I should think about a dozen.

25847. You think there ought to be about a dozen nominations a year?—Yes.

25848. Under that system how are you going to combine your proposal that there should be the due representation of classes and communities, of which you are in favour?—The selection will be made always from amongst candidates who are efficient; and if there are such candidates among the different communities, they should be allowed to go in and sit for the examination, but if they do not succeed in that examination in securing

the minimum number of marks, I do not think they can get in.

25849. It is not to be a competitive examination. You only want to get a minimum number of marks, a qualifying examination?—Yes.

25850. And certain candidates having qualified out of your twelve nominees, Government would select two of them irrespective of their position on the list, so long as they had the minimum number of marks?—Yes, in order to secure adequate representation of all classes.

25851. You have also recommended that in default of simultaneous examination there should be a separate examination for the Indian Civil Service?—Yes.

25852. Do you mean that you want one separate examination for all the candidates throughout India, or do you want a separate examination in each Province for the recruitment of the posts in the Province?—One for the whole of India.

25853. You suggest a principle for the representation of classes and communities with regard to the Provincial Civil Service. You do not think that that principle should be adopted at all with regard to this separate examination, do you?—No.

25854. What would be the objection to holding the examination by separate Provinces?—I think that would still lower the position and the status of officers who get in by examination in India.

25855. How would it lower the position and the status of the officers?—It would look very much like the Provincial Service. If a separate examination were to be held by each Province, I think that the candidates who got in by such an examination would be considered as inferior to those who got in either through examination in London or through one central examination in India.

25856. Why should they be considered inferior if they are the best men of their Province?—Because in a competition for the whole of India the test would be higher, and people would regard that as being more satisfactory. The candidates who were successful in that examination would be looked up to almost in the same way as candidates who got in by the examination in London.

25857. If they got in by the Provincial examination, you do not think they would be looked up to?—I do not think so.

25858. Although they might be placed in the Indian Civil Service with the same rank, and pay, and other conditions of service?—Yes.

25859. You do not think they would be looked up to in any way?—No.

25860. You have recommended for these listed posts that the rate of pay should be increased from two-thirds to three-fourths. Why do you recommend that increase?—On the general ground of improving the pay and the prospects of the members of the Provincial Civil Service, and the increase in the cost of living.

25861. Simply on the ground of improving the pay and the prospects?—Yes. They have got to discharge the same duties as the members of the Indian Civil Service.

25862. Would you like to see them get the same pay as members of the Indian Civil Service?—I should certainly like to see it.

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25863. Would you prefer to pay them three-fourths: do you think that three-fourths would be sufficient?—I think three-fourths would be sufficient.

25864. You recommend that two posts should be listed?—Yes.

25865. Will you tell us which posts should be listed?—One Under Secretaryship to Government, and one District Magistrateship.

25866. Do you not wish any of the judicial posts listed?—There are only two posts: one for the Assam Valley and one for the Surma Valley. Perhaps it would not be feasible to list one of these.

25867. (Mr. Fisher.) You hold the degree of Bachelor of Law?—Yes.

25868. Is that of the Calcutta University?—Yes.

25869. Do you think that the degree helped you in your career in the Service?—Yes, it has helped me.

25870. You say that the present system of training and probation is, on the whole, satisfactory in principle?—Yes.

25871. Can you explain to me what the present system of training and probation is in your Provincial Service?—At present officers are placed in charge of different departments, and under the supervision of more experienced officers of the Provincial Civil Service, or District Officers. They have also to pass departmental examinations. In this way they get to know their duties in each particular Department, the Collectorate, and Magistrates' Department.

25872. You seem to think that the personal supervision of the District Officer and the experienced Provincial Service Officer has not been sufficiently strict in Assam?—It might have been stricter, I think.

25873. Do you think that this deficiency in strictness is due to the fact that the District Officer is overworked?—Certainly.

25874. You put it down to that?—Yes, I do.

25875. And do you think the Provincial officers have too much to do to look after the training of young men?—Yes. They, also, are very much over-worked.

25876. Your conclusion is that the Cadre, both of the Provincial Civil Service and the Indian Civil Service, is rather slight for the amount of work it has to do?—I could not say with respect to the Cadre as now constituted from the 1st April 1912; but before then it was certainly not sufficient.

25877. (Sir Murray Hammick.) Have you any views as to the abolition of the Subordinate Service, and making it part of the Provincial Service?—I have seen the suggestions in the papers. I think that suggestion might be experimentally tried.

25878. Do you think that the Subordinate Services are sufficiently paid for the work they have to do?—I think the initial pay should be better.

25879. The initial pay is Rs. 150 now, is it not?—It is Rs. 100. I think it should begin at Rs. 150.

25880. Do you think you could abolish that and make the grades at the bottom of the Pro-

vincial Service begin at Rs. 150?—I think so. That is what I meant by trying experimentally.

25881. You would put the Subordinate Service at the bottom of the Provincial Service?—Yes.

25882. Do you think there is much discontent in the present Subordinate Service?—I think there is discontent.

25883. Do the same class of men get into the Subordinate Service as get into the Provincial Service?—They are not exactly the same class, but very nearly the same class of men.

25884. People pass into the Subordinate Service by examination in Assam, do they not?—No.

25885. It is all by appointment?—By nomination and selection.

25886. Are they taken from the ministerial and clerical establishment below and put into the subordinate establishment, or are they, generally, new boys brought in from outside into the Subordinate Service?—Generally they are graduates taken direct; but there are cases in which they are promoted from the ministerial establishment.

25887. (Mr. Arbuthnott.) I see in answer to question (12) you propose in certain contingencies to abolish the listed posts for the Provincial Civil Service. How would you propose to compensate the Provincial Civil Service?—I do not say that I propose to abolish the listed posts. I think, perhaps, it would be too much to ask for both.

25888. In certain contingencies?—Yes, if the pay of these Provincial Civil Servants is raised to Rs. 1,000, as suggested by me, I do not think there need be any listed appointments.

25889. You think that would compensate them for the abolition of the listed appointments; a rise in pay to Rs. 1,000?—Yes. In the interests of the service, however, I should like to see them retained.

25890. You feel you could not ask for both?—Exactly.

25891. (Mr. Ahmed.) Have you any views about travelling allowances?—Yes, I have. I am sorry I forgot to note it at the bottom of my paper. For the purpose of travelling allowances I would recommend that all officers of the Provincial Civil Service should be regarded as first-class officers, because very often the travelling expenses are not covered by the allowances which some of them get.

25892. (Mr. Chaudhary.) With regard to your time-scale. Am I right in supposing that your time-scale is arranged so that an officer should get Rs. 500 in the eleventh year of his service?—Yes.

25893. Have you taken that time-scale from any other service in which you have seen a time-scale, or is it your own suggestion?—It is my own suggestion.

25894. Have you taken these figures by which a man should reach Rs. 500 in the eleventh year of his service from some service in which you have seen some time-scale?—No.

25895. It is your own calculation?—Yes.

(The witness withdrew.)

[Adjourned to Delhi.]

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APPENDIX I.

Note by the Chief Commissioner of Assam on the Indian Civil Service.

1. The system of recruitment to the Indian Civil Service cannot be conveniently discussed without referring to the previous history of this complicated question. Starting from the Statute of 1853, which laid down the principle of open competition and the Macaulay Committee of 1854, it may, roughly speaking, be said that there are three main periods, namely,—

- (1) from 1853 to 1877;
- (2) from 1878 to 1891, and
- (3) from 1892 to the present time.

The first period was dominated by the conception of the Macaulay Committee that a young civilian should have received a full University education before proceeding to India, and the further conception that this education should be imparted before the open competition. The age-limits* were therefore fixed high.

Period.	*Age-limits.
1854—1860 .	18—23
1860—1865 .	18—22
1866—1877 .	17—21

The reduction in the age-limits towards the end of the period was necessitated by the growing conviction that civilians should start their career in India fairly young (about 23), and this could only be arranged, taking into account the probationary period† to be spent in England, by lowering the maximum age-limit.

The lowering of the maximum age-limit brought on a controversy, the Universities protesting that the reduction cut across the University course and prevented aspirants for the Indian Civil Service from going to the Universities. Everyone admitted that an University education was desirable, but there was a wide divergence of opinion as to whether this education should come before or after the open competition. The views which prevailed were, briefly, (1) that there was no need to keep young men up to a late age at the general studies pursued at the Universities, unless they were going to make professional use of them by teaching them to others; (2) that candidates for the Civil Service should be recruited young (about 19); and (3) that, after selection by open competition, they should be made to qualify for their career in India by a special course of study at an University for a period of at least two years. The age-limits were accordingly reduced, with effect from 1878, to 17—19, the probationary period being maintained at two years.

It was found that under the system above referred to civilians arrived in India at too early an age (about 21); that greater maturity of judgment and more thorough education were required; and that the period of probation (2 years) spent at the University, though it

secured residence at an University, did not involve an University education in the true sense. The Public Service Commission also pointed out that the reduction of the age-limits had affected Indian candidates prejudicially. The latter factor alone was considered enough to justify a change. The age-limits were, therefore, raised with effect from 1892 to 21—23, the probationary period being reduced from two years to one year. A further extension of the age-limits to 22—24 was made in 1906 so as to assimilate the age rules for the Indian Civil Service to those for the Home Civil Service, the probationary period remaining at one year.

From 1906 onwards correspondence has been in progress as to the training of officers who select the judicial side of the service, and this has given rise to the question of raising the probationary period from one to two years, and of the necessity of all Civilians, whether intended for the executive or judicial side, receiving an adequate training in the general principles of law.

2. The data of the problem now to be solved have been ascertained. Points to be aimed at. In the first place, it is known that Civilians should arrive fairly young in India, certainly not later than 24. Secondly, it is known that they should have received a good general training in law. In the third place, it is known that a long probationary period at an advanced age is strongly resented by those who have to undergo it. It must in this connection be remembered that on arrival in India recruits are considered to be under training for two years, and that they cannot pass their departmental examinations before, at the earliest, one year after their arrival. Fourthly, it may perhaps be conceded that though an University education is desirable, it is not essential. Almost every possible system has been tried in order to secure satisfactory results, but none has proved quite successful. The effect of any given system on the recruitment of Indians to the Indian Civil Service requires the most careful consideration. The number of Indians who have competed successfully at the examination has hitherto been small, and the inference may not unreasonably be drawn that the present system of recruitment is unfavourable to them.

3. The following is the proposed scheme, which I now desire to put forward for consideration:—

In the first place, I would separate the examination for Indians (including in this term statutory Natives of India) from that for European British subjects, the latter being held in London, the former in India. The existing system has admittedly not proved favourable to Indians, the despatch of a son to England on the chance that he may be successful in the examination involving considerable risk and hardship. I have always held that

the straightest and best way to deal with this question would be to recruit a definite number of Europeans and Indians, respectively. We have always maintained that the administration requires a strong leaven of Europeans. This is almost universally agreed upon, and it is, I submit, far fairer to fix definitely the proportion as between British and Indian candidates than to leave the matter to the chance of an open competition. I would accordingly propose that the number of Indians to be appointed to the Indian Civil Service should be determined for each province. Vacancies should then be competed for by Indians who have secured a nomination from their Local Government. Nomination is essential, as it is of great importance that only the best type of Indians should be put into the extremely important positions which have to be filled by members of the Indian Civil Service. In such positions they have to deal with all classes of the population from the highest to the lowest, and if we select any but the best, the result will be that the more extensive employment of Indians will be jeopardised, for the inevitable tendency will be to hold back the more responsible posts, owing to the failure of the Indian officer to reach the standard required of him. The examination in India should be a competition for a fixed number of places for each province among the nominated candidates from each province. Otherwise it would be quite impossible to ensure that each class, race, creed, and section of the people should secure a fair share of the appointments, or to avoid the administrative difficulties which would ensue if Indians of one or two provinces were to secure the majority of places. Statutory Natives of India should be eligible for nomination in India and excluded from the examination in England. Such nominations would, however, only be given in exceptional cases, and it should be distinctly recognised that this examination was primarily intended for Indians of Asiatic birth and parentage.

The above is the general scheme as regards examinations, but, as an exception to the general scheme, I would not exclude from the London examination nominated Indians, who had received their school education in Europe. If at this examination, say, five Indians passed successfully in the competition for the number of places assigned to Europeans, these five might be set off against the number of Indians to be recruited in India for the year, the full number of European candidates required being selected as a result of the examination. If the examination in India were held after the results of the London competition were promulgated, there would be no difficulty. I make this additional suggestion, because it seems to me that it would be a pity to debar from the London competition the comparatively few Indians who receive their school education in Europe.

In dealing with the question of the recruitment of Indians to the Indian Civil Service it is necessary to discuss the present system of listing posts in that service in favour of officers of the Provincial Executive Service. The Public Service Commission of 1886-1887

apparently proceeded on the assumptions that a fair proportion of Indians would compete successfully at the open competition, and that officers of the Provincial Executive Service would in due course be fitted to hold the one-sixth of the superior charges which, they proposed, should be made available for them. I venture to think that in neither respect has experience justified their conclusions. It has already been made clear that a fair proportion of Indians do not compete successfully at the open competition. I think also that the assumption of the Commission that such a large number of locally-recruited officers of the Provincial Service would be fitted to take up very responsible posts has not been borne out by experience. No one has greater respect than myself for the officers of the Provincial Executive Service, but the onus put upon them, firstly, of making a mark in their own service prior to promotion, and, secondly, of filling satisfactorily posts in the superior service is one which, I think, only very exceptional men can be expected to bear. By the time that an officer has made a mark in his own service he often is more or less a spent force. To anyone who urges that we shall not get a better class of Indian officer for the superior service than we do at present for the Provincial Executive Service I would indicate this aspect of the question. I would also point out that the three years' training in England, which is being proposed for Indian candidates, will effectually differentiate them from the locally recruited officers, and that the privilege of belonging to the superior service *ab initio* is a factor strongly in favour of the directly recruited officer.

Government has been criticised for not making the one-sixth proportion of post, in the superior service available to officers of the Provincial Service, but I think that if a larger number of suitable officers of that service had been available, the result would have been different. What, I think, is required is a much more liberal recruitment of Indians to the superior service direct in the manner proposed above, and I am of opinion that though the way to promotion to the superior service should still be kept open for exceptional officers of the Provincial Service, that service should be in itself sufficiently attractive for the ordinary officer recruited to it. Everything that can reasonably be done to improve the status and prospects of the Provincial Service should, I think, undoubtedly be done. The main point is, however, I think, the more liberal recruitment of Indians direct to the superior service.

As I have already indicated, I would like to see a definite number of Indians recruited to the Indian Civil Service. These officers would primarily be Indians recruited direct, and, in a secondary degree, promoted officers. No particular offices should, in my opinion, be definitely reserved for members of the Indian Civil Service, and, similarly, a promoted officer should be eligible for any post hitherto usually held by officers of the Indian Civil Service. It does not seem to be necessary to have any restrictions as regards particular offices. The number of Indians to be recruited having been fixed, they should be eligible

for any posts for which they are considered suited.

The system of nomination which I have advocated for Indians to be appointed to the Indian Civil Service should, I propose, be extended to candidates appearing at the examination in London. I have given long consideration to the matter and am convinced that some other test besides that of a competitive examination is required in order to secure the best type of European officer for the Civil Service. I feel very strongly that no small amount of trouble is caused by defects of manner or want of tact on the part of some officers of the service. Offence is often given, quite unintentionally, owing to these defects, and it is not, in my opinion, safe to take this unnecessary risk. Manners and tact unfortunately are not born with all of us. Most of us have to learn them in the hard school of experience. I have often thought that it would be a good thing if every Civilian went through a period of probation under a Political Officer in the Foreign Department. This, however, is not practicable, and we must, I think, endeavour to make our selections more carefully and also give a much better training in the manner indicated below before recruits are allowed to begin work in India.

The system of nomination is applied successfully to the Navy, and, I believe, to the Egyptian Civil Service, and it is, in my opinion, a desirable preliminary to competitive examination in India. I can see no reason why this system should not be extended to the examination held in London, all recognised public and secondary schools being allowed to send candidates before a Board of Selection. If, however, this proposal is considered impracticable, the present system of recruiting Europeans by competition may be retained, provided that the subsequent training of these officers is improved in the manner outlined below.

The examinations in India and England should not, I think, be identical. The London examination is suitable enough for British candidates, but I am inclined to think that the examination to be held in India should be specially adapted to Indian needs.

The chief subjects for the latter examination should, I think, be—

- (1) English Composition, Literature and History,
- (2) Mathematics and Natural Science, and
- (3) The Sanskrit and Arabic languages and literatures.

After careful consideration I have come to the conclusion that the best way of satisfying our various requirements would be to throw back the age for examination again to under 19. It is unnecessary to keep young men working at general studies up to an advanced age, and the Universities themselves have recognised the necessity of specialising. The candidate

recruited at 19 will have received the best school education, and I would then pass him through a three years' course at a special institution in England somewhat on the lines of Coopers Hill. I make this proposal because I wish to see an *esprit de corps* developed and a better technical training for life in India imparted. I value an University education, but I think that it is at present secured at a sacrifice of what is much more essential. Selected candidates, if sent to an University, are scattered among a variety of colleges and go out to India without knowing each other or having much opportunity of fostering the spirit to which I refer. Every candidate should be required to qualify up to the standard of an University honours degree in law and to take notes of cases in the courts. The examination in law should also be a test of a fair knowledge of Indian law and of the principles of Hindu and Muhammadan law. Definite pecuniary inducements should be offered to candidates with a judicial bent of mind to get called to the Bar during their probationary period. Every candidate should be required to pass in the vernacular of the province to which he is to be assigned, and, in order that this may be done, the allotment of candidates to the provinces should take place immediately after the open competition. Candidates should also be allowed to take up one, but not more than one, of certain prescribed optional languages, such as Sanskrit, Arabic, Persian and Chinese (for candidates assigned to the province of Burma only). I doubt if it is necessary at this stage to suggest further subjects of study, but the history and geography of India, political economy and accounts, all might be considered.

I consider it essential that candidates selected in India should be sent to England for their three years' course at the proposed institution. In this way they would have an opportunity of coming into touch with Western ideas under the most favourable conditions. What is equally important, they would be brought into close contact with their European *confrères*, and thus make friends with the men who would be their fellow administrators in India. An institution such as that described would, I think, afford an admirable general training for all officers destined to service in India.

Suitable allowances would, of course, have to be given to selected candidates during the period of their training at the proposed institution.

I may mention that I shall propose, in connection with other services, in particular the Public Works Department and the Forest and Police Services, that training should be given in England in a similar institution to officers, whether Europeans or Indians, recruited to hold the highest posts in India. A single institution at which all such candidates should receive their training seems to me to be a great desideratum.

As regards subsequent training in India, I see no reason to alter the present system, provided that the proposal for three years' training in England for all candidates is adopted. The difficulty as regards officers requiring a good

knowledge of the vernacular of their provinces has been sensibly diminished as regards this part of India by the recent administrative changes. There will now be only one main vernacular to be learned in each province.

4. It may be objected that the crammer, who has been discouraged under the present system, would again come into prominence. It might be possible to avoid this difficulty by requiring that European candidates must appear from some recognised public or secondary school. Such a restriction would not involve any hardship, for, as results show, practically all successful candidates receive their early education at schools of this character. Another objection which might be raised is that we should not, under the proposed system, secure such a good type of officer. Personally, I am satisfied that there need not be any fear on this score, and my experience is that the men recruited at the younger age were at least the equals of those recruited at the more advanced age. The reason why the early age was abandoned in 1892 was that candidates came out at too early an age, but more especially because the system was held to be prejudicial to Indian candidates. Neither of these objections would apply under the proposed scheme, for, as regards the former, the period of training would be for three years after selection, while the latter would be obviated by the holding of a separate examination for Indians in India. An indirect advantage of the proposed system would, in my opinion, be the separation of the Indian from the Home Civil Service examination. There is, I think, an undoubted tendency on the part of candidates who secure a high place in the list to prefer the Home Service, and this tendency has already, I consider, acted unfavourably upon India.

5. As already indicated, the number of appointments to be thrown open for competition in India should be determined for each province. Possibly in some parts of India it may be considered feasible to reserve for Indians some 15 or 20 per cent. of the places for which we at present recruit by means of the open competition. In Assam, however, with its large non-official European population and its uncivilised border tribes, it will not for the present be possible to enlist such a large proportion of Indian candidates. Special difficulties present themselves in respect of the employment of Indians in superior posts in Assam on account of (1) its large non-official European population, (2) its numerous uncivilised border tribes, and (3), till recent years, the backwardness of its inhabitants in point of education. It is essential, in the interests of good administration, that officers in important posts should be able to deal with the non-official European population, and the necessary qualifications are seldom found in men who have been locally educated and trained only. I think that the difficulty will disappear if, as I have proposed, a larger number of Indians are recruited direct to the Indian Civil Service after special training. Similarly, as regards the un-

civilised border tribes, special qualifications are required in order to ensure success in dealing with such peoples, and hitherto it has been found that Europeans are more successful. This difficulty can, however, I think, be surmounted if the proposals which I have made are adopted. Lastly, it is essential that if Indians are appointed to superior posts, they should, generally speaking, be inhabitants of the province, because an Indian of another province will be regarded by the inhabitants of the province concerned almost as much as a foreigner as a European. Hitherto, the lack of education on the part of the inhabitants of this province has undoubtedly militated against their employment in superior posts. This defect has, however, in my opinion, been of less consequence than the defective method of recruiting Indians to the superior service.

I would, therefore, as regards this province, limit the number of places at present to four, which is about one-tenth of the whole. This proportion should be held to include promotions in special cases from the Provincial Civil Service, so that any officer promoted from that service must be held to occupy one of the reserved places. As already indicated, only exceptionally qualified officers of the Provincial Executive Service can be counted upon for holding the very important posts which have to be occupied by the members of the Civil Service. In this province, with its small cadre, it is thought that there will not be ordinarily more than one member of the Provincial Civil Service who will be found suited for such promotion, so that there will normally be three places in the superior service available for qualified candidates selected in India and subsequently trained in England.

6. The Assam Commission is at present a graded service, there being three grades of Assistant Commissioners on Rs. 500, Rs. 700 and Rs. 900, and three grades of Deputy Commissioners on Rs. 1,500, Rs. 1,800 and Rs. 2,250. The system of distributing officers of the same service who are discharging similar functions into different grades in accordance with seniority, and of allotting different rates of pay to these different grades is manifestly a very rough-and-ready one, and only works satisfactorily when the flow of promotion is fairly even and officers enter the different grades at approximately equal terms of service. When, as is now the case in Assam, promotion is much retarded, the system is bound to produce the gravest discontent. This has been fully recognised by the Government of India, who, in their Financial Despatch No. 389, dated 1st November 1906, observed:—"Nothing makes an officer more discontented than to find that, through no fault of his own, his pay is less and his prospects worse than those of other officers no abler than himself, and of the same standing as his own in other years and in other provinces." At the present moment the senior officers in the second grade of Deputy Commissioners in this province have just entered their twentieth year of service. If the graded system is maintained, these officers have little hope of

entering the first grade till they have completed from 23 to 25 years' service. In this small cadre there is but little officiating promotion in the higher grades, and officers in the second grade generally draw the bare pay of that grade, namely, Rs. 1,800 a month. In Eastern Bengal and Assam, where promotion was unusually accelerated, officers reached the first grade after 17½ years' service. In Bengal the period recently was 19½ years' service and in the United Provinces 18½. In these large cadres the senior officers in the second grade were continuously officiating, but this is not the case in Assam. During the present year one second-grade Deputy Commissioner has been drawing no more than Rs. 1,800 a month during the nineteenth year of his service.

I have ascertained that during the last 17 years there has been only one case in the province of Bengal in which a Collector of more than 18 years' service has drawn less than Rs. 2,250 in the leave season. I have examined not only the present position, but the prospects, of the Assam Commission, and find that the existing block in promotion will steadily grow worse. In 1920, if the graded system were maintained, officers in the twenty-first year of their service would still be only third-grade Deputy Commissioners on Rs. 1,500 a month, and there would be five or six officers in the eleventh or twelfth year of their service still in the third grade of Assistant Commissioners on Rs. 500 a month. These officers will be men of 35 or 36 years of age, and will see their contemporaries in the Public Works and Forest Departments drawing higher pay than they do. If matters are left unchanged, officers serving in Assam will draw much lower pay than has been in vogue during the last 20 years in Bengal, though an increase of pay might reasonably be demanded to counterbalance the great increase in the cost of living that has occurred of recent years.

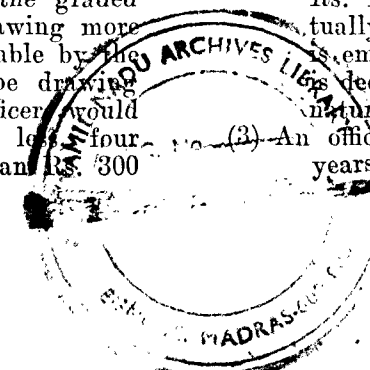
Article 754 of the Civil Service Regulations prescribes for certain purposes the pay which, it is assumed, will be drawn by members of the Indian Civil Service at different stages of their service. There must, of course, be variations from the standard, but such variations as would arise in Assam appear to be absolutely indefensible. Every officer would lose heavily, and in some case the pay drawn would be little more than half the amount assumed for the purposes of the Civil Service Regulations. The Secretary of State has sanctioned a time-scale for officers serving in the Political Department of the Government of India, and this time-scale may reasonably be taken as a standard to which an ordinary officer should be able to attain. In almost every case the pay now drawn in Assam is considerably less than that which would be admissible were this time-scale in force, and the difference will be even more pronounced in the future. In 1920, under the graded system, four officers would be drawing more than Rs. 600 less than that allowable by the time-scale; three officers would be drawing more than Rs. 500 less, twelve officers would be drawing more than Rs. 400 less, and four officers would be drawing more than Rs. 300

less, and three officers would be drawing more than Rs. 200 less. Such a serious fall in pay must inevitably produce grave dissatisfaction amongst the officers in service and prejudicially affect recruiting. Apart from this, it is only right that Government should endeavour to satisfy the reasonable expectations with which officers entered its employ, and this it cannot do if the graded system is maintained. I have considered the possibility of overcoming the difficulty by an improved system of grading, but no reasonable system can be devised to meet the case.

What that scale should be is a matter for very serious consideration. We have seen the prospects of various services improved, but those of the Indian Civil Service have remained unchanged, notwithstanding the heavy decline in the value of the rupee. It is clear that that service is no longer as popular as it was. This, as already suggested, is partly due to the unfavourable influence exercised by competition for the Home Civil Service. If recruits are secured at an earlier age, as now proposed, the situation will, I think, be improved. There will, still, however, be the question whether the service will continue to be attractive with anything like the prospects at present offered. Personally I am of opinion that, before many years at any rate, a very substantial rise in the pay of the service will be necessary. Generally speaking, the net result of long service in India at present is that a European officer retires on a comparatively small income (his pension) with no savings to his credit. Promising young Indians, with whom I have discussed the subject, have no high regard for the attractions of the service. What are these, rightly they say, as compared with those of a career at the Bar or in business? I fear that if the service is not to become a second-rate one, its attractions will have to be increased very considerably in the near future.

For the immediate present the minimum requirement, at any rate as regards Assam, is a time-scale similar to the one sanctioned for the Political Department, to apply to Military Officers of the Commission as well as to Civilians. This time-scale goes up to Rs. 2,400 per mensem, but, if exchange compensation allowance is withdrawn, this is no more than the Rs. 2,250 at present paid to a first-grade Deputy Commissioner. I see no reason why the various provisions applying to the Political Department scale should not be adopted. They are as follows:—

- (1) No officer shall draw more than Rs. 850 a month, unless he is reported to be fully qualified for the charge of a "superior" post. An officer whose pay is restricted under the operation of this rule will ordinarily lose in seniority.
- (2) No officer shall draw more than Rs. 1,250 a month, unless he actually holds a "superior" post or is employed on special duty which is declared at the time to be of the nature of a "superior" post.
- (3) An officer who has not completed 9 years' service shall draw, when



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posted to an appointment classed as "superior," a charge allowance of Rs. 200 a month, subject to the condition that his total salary shall not exceed Rs. 1,100 per month.

Superior posts will be secretaryships and the headships of districts and departments. The two commissionerships would remain selected posts outside the time-scale. The pay of these two posts should be raised from Rs. 2,750 to at least the Bengal scale (Rs. 2,916 odd). Assam is an extremely expensive province, and the slight rise of pay proposed is a very moderate demand.

Allowances will be required, in addition to ordinary time-scale pay, for appointments in which the work is specially arduous and responsible. The existing allowances of Rs. 400 for the Chief Secretary and Rs. 250 for the Inspector General of Police should be maintained; while the allowances of Rs. 250 which have been proposed for the Second Secretary, the Director of Land Records and Agriculture and the Commissioner of Excise should, if agreed to by the Government of India and the Secretary of State, be adhered to, as also the allowances generally given to officers in the Settlement Department. An allowance of Rs. 150 per month should also be granted to each Under-Secretary. The cost of living in Shillong is so high that an officer at that station, even with an allowance, is really not so well off as an officer of the same standing in a district without one. The appointments at headquarters should, in my opinion, only be given to selected men of proved ability, and the administration would suffer if they were not looked upon as prize appointments and gladly accepted as such by those to whom they were offered. If no allowances are given, these appointments will cease to be attractive and officers will be reluctant to accept them.

In addition to the above, I advocate, as a general and immediate measure for the whole service, the proposal which was made in 1881 (Financial Department letter No. 2229, dated the 29th December 1881), namely, that the 4 per cent. deduction now made on account of pension contribution from the salary of members of the Indian Civil Service and not from the salaries of any other service, should be abandoned. This concession, combined with a time-scale, as proposed, would decidedly ease the situation for the present.

The orders issued by the Government of India in 1911 as regards the rejection of the unfit and the selection of the fittest for appointments of (1) district officers and District Judge, and (2) commissionerships and higher officers, respectively, seem adequate. Inefficient officers should be retired on a pay corresponding to that granted to officers permanently invalided.

This question may be proceeded with on the lines suggested by the Government of India. But, as regards this province, I would prefer to await the result of experiments made in more advanced provinces.

The Government of India have recently addressed Local Governments as regards certain amendments of the leave rules, and their proposals are, I consider, generally satisfactory. Nothing further seems to be required.

The system of recruiting Military Officers has been abandoned as regards this province, and there will be no reason to revive it if an improved system of recruitment to the Indian Civil Service is adopted. For the ordinary work of the province, the military man does very well. The Indian Civilian, as a rule, does much better where very heavy and sustained work is required, as in the Secretariat, but for ordinary district work the Military Officer is successful. If, however, the Indian Civilian is selected and trained in the manner proposed by me, there is hope that he may, in addition to being a good worker, be to a larger degree than he is at present a tactful administrator.

Judicial Officers of the Indian Civil Service.

1. Such judicial officers as are required for this province are borrowed from the Government of Bengal. I see no reason to modify materially the present system of recruitment, provided that the system of training is improved in the manner now proposed. It seems obviously necessary that a considerable proportion of the Judges should be well acquainted not only with the law, but with the general methods of administration, and this can only be secured by taking them from the ranks of the Civil Service after initial training in general administrative duties. I am aware that there is a considerable body of Indian opinion in favour of recruiting District Judges entirely, or chiefly, from the Bar. This, for the reason above given, would, I consider, be a great mistake. Nor do I think that the pay and prospects of a District Judge would, as a rule, attract the best class of Indian barrister or vakil. Here and there, however, such an appointment might be made as an experimental measure, and provision could be made accordingly.

2. I think that judicial officers of the Indian Civil Service, holding district judgeships might, as in the case of officers of that rank in the Political Department, come under the proposed time-scale, any additional emoluments that may be required in order to make the judicial branch attractive being given by way of special allowances. High Court Judgeships should, of course, remain, as at present, outside the scope of ordinary pay rules.

3. Under the scheme of training proposed for selected candidates generally, all officers will receive a good grounding in the general principles of law, and inducements will be given to those who have a judicial bent to be called to the Bar. Officers, however, who select the judicial side will require

further special training. This should be given in the manner proposed by the Government of India in their letter, dated the 30th March 1911, to Local Governments, by a definite term of employment on subordinate judicial duty (i.e., on judicial duty in posts below that of a District and Sessions Judge) in the earlier years of their service before their first furlough falls due. All superior judicial posts would be reserved for officers who had undergone this course and shown proficiency, as soon as such officers become available. As suggested by the Government of India, in order to allow for selection of the best, a somewhat larger number of officers than are actually required for service later as District and Sessions Judge should be put through the proposed course of subordinate judicial duty. The further proposal of the Government of

India that study leave should be given to officers, who have been through the proposed course, in order to enable them to study law in England loses much of its force if, as suggested, officers with a judicial bent are encouraged to be called to the Bar before coming out to India. I would, however, allow study leave, prior to appointment as District and Sessions Judge, on fairly liberal terms for good reasons shown in individual cases. Personally, I do not lay much stress by the proposal to allow District and Sessions Judges rewards for passing High Proficiency and Honours examinations in law, but, if the proposal is accepted generally, I have no objection to offer to it.

A. EARLE.

The 27th January 1913.

APPENDIX II.

Note by the Chief Commissioner of Assam on the Provincial Executive Service and the Provincial Judicial Service.

1. I have, in my note on the Indian Civil Service, expressed my views as to the desirability of recruiting a larger number of Indians to that service and of relying chiefly upon officers so recruited for filling the important posts usually held by members of the Indian Civil Service. I have also stated my opinion that comparatively few of these important posts can be held by promoted members of the Provincial Executive Service. I have, however, expressed my view that provision should be made so that exceptionally qualified members of the Provincial Executive Service may receive recognition and promotion. I need not repeat my views on these points.

2. I may say, however, that I have long and anxiously considered whether it would be feasible to abolish the Provincial Executive Service altogether and amalgamate it with the superior service, distinguishing the two sets of officers by the rate of pay, a lower rate of pay being given to the locally-recruited and trained officers. I have, however, been unable to find any means of making such an arrangement. Unless—and this is scarcely within the scope of practical politics—the pay of the locally recruited and trained men were raised to a very much higher figure than it now is, it could bear no considerable proportion to the pay of the higher posts in the superior service. I can therefore think of no arrangement by which the locally-recruited and trained officers can suitably be combined in the same list as those of the superior service. The pay varying considerably, there seems to be no advantage in trying to combine the two lists. The only class of officers of the Indian Civil Service with whom the locally-recruited and trained officers could be combined in any way would be the lowest grade, namely, that of Assistant Magistrates (Assistant Commissioners in non-Regulation provinces), and even here

the rates of pay would be so different as to make a combination difficult. Thus, a junior officer of the superior service after, say, 7 years' service would be drawing a salary of about Rs. 900, while an officer of the lower service after the same length of service would be drawing about Rs. 400 at the best. There seems, therefore, to be no means of combining the list.

3. I would, however, do anything that is feasible to obliterate unnecessary distinctions, and I should be glad to see the term "Provincial Service" abandoned and locally-recruited and trained officers termed, what in practice they are, Assistant Magistrates and Collectors (Assistant Commissioners in non-Regulation provinces). The designation Deputy Magistrate and Deputy Collector (Extra Assistant Commissioner in non-Regulation provinces) could in that case be appropriated by the present class of Sub-Deputy Collectors and Sub-Deputy Magistrates.

4. Appointments to the Provincial Executive Service are in this province made by nomination, and not by open competition, and, in my opinion, this system must continue. There are numerous communities in Assam, namely, the Bengalis, the Assamese, the Ahoms, the Muhammadans and the various hill-tribes. Nomination is essential to admit of provision being made for these different sections of the community. Were open competition to be introduced, all or the majority of the appointments would go to one or two classes. Owing to the backwardness of education in this province in the past, there are still some residents of other provinces in the Provincial Executive Service. No more will be recruited, as the object is to recruit only residents of the province. The share of appointments which each class of the community already has obtained is carefully considered when appointments are made, and this is sufficient.

5. The present system of training in the case of persons recruited direct, namely, by departmental examinations and probationary teaching in respect of the actual business which the probationer will have to perform, is entirely satisfactory.

6. The following statement gives a synopsis of pay conditions in this province:—

Grade and pay.	Rs.	Number in grade.	Percentage in grade.
I	800	1	1.66
II	700	1	1.66
III	600	3	5.00
IV	500	10	16.66
V	400	14	23.33
VI	300	15	25.00
VII	250	16	26.66

The pay provided is, in my opinion, fairly adequate. The inhabitants of this province are not a wealthy community and a young man with Rs. 250 a month is in a very comfortable position. He is proportionately better off than a young civilian on Rs. 400. He does not have to live in an expensive style, and he will see few, if any, of his class-mates outside Government service as advantageously situated as himself. The income of these officers is assured, they have their pension to look forward to, and they occupy a position of some dignity. Here and there there may be a successful man who makes more money at the bar or on a tea garden, but, on the whole, an appointment in this service is, I believe, looked upon by the young men of this province as about as promising a career as any open to them. The position of an Extra Assistant Commissioner is certainly as good as that of a Munsif, and there is, I understand, great competition amongst junior members of the bar to secure the latter appointment.

7. Graded services are, however, apt to lead to marked inequalities of promotion, and are subject to the disability that a new officer cannot be introduced anywhere except at the bottom of the list without giving rise to dissatisfaction and discontent amongst those who are superseded. Time-scales have been sanctioned, or are being advocated, for other provincial services, and, on this account alone, it is, I consider, desirable to introduce a time-scale here, lest the service should suffer from the improvement of pay sanctioned in respect of other branches of the Administration. I accordingly advocate a time-scale on somewhat the following lines:—Rs. 250—⁵⁰/₄—400, with 13 posts on Rs. 400—¹⁰⁰/₄—600 and 3 on Rs. 600—¹⁰⁰/₄—800; all appointments to posts carrying more than Rs. 400 being made, as at present, by selection. This scale corresponds to the present graded system, plus the addition of one post in the second grade which is required in any case to bring the Assam service up to the average of the rest of India. This time-scale is somewhat more favourable than the existing scale of pay, but the chief advantage is that it provides a steady, in place

of an uneven, flow of promotion, and it is this inequality in promotion which I particularly desire to avoid. Increments should be stopped in the case of repeated bad work. Charge allowances should be given in special cases, as at present, that is to say, for acting in posts usually held by members of the Indian Civil Service, and settlement and other special work. Inefficient officers should be compulsorily retired on pay corresponding to that which they obtain when permanently invalidated.

8. As indicated in my note on the Indian Civil Service, and also in an earlier portion of this note, specially qualified Extra Assistant Commissioners should, in my opinion, as heretofore, be eligible for promotion to appointments usually held by members of the Indian Civil Service. As regards, however, this province with its small cadres, it is not likely that there will be more than one such officer eligible at any given period. When such an officer is definitely transferred to the superior service, he should, I suggest, enter the time-scale of the superior service at the pay nearest to, but not less than, the pay he was drawing at the time of transfer, and should thereafter draw increments in the usual manner. If, however, he were appointed to a superior charge, such as that of a district or department, he should at once begin drawing pay at the rate of Rs. 1,100 a month, this being the minimum salary given to all but the most junior civilians holding such appointments. A system such as that indicated seems far fairer than the present one of giving only two-thirds pay on promotion. Promoted officers of the Provincial Executive Service should be eligible for any post usually held by members of the superior service.

Provincial Judicial Service.

9. In the Assam Valley, civil work is done by Extra Assistant Commissioners, and it is only in the district of Sylhet that Munsifs are employed. Munsifs in Sylhet, as also a part-time Subordinate Judge for Sylhet and Cachar, are borrowed from Bengal. I am not, therefore, in a position to make definite recommendations in respect of this service. I would, however, like to see the term "Provincial," as applied to this service, abandoned. I should also be glad to see a time-scale introduced for this service, if such a scale is adopted in the case of the Provincial Executive Service.

The Civil List.

10. If the proposals which I have made are adopted, the Civil List would include (1) the officers on the superior time-scale, (2) the locally-recruited and trained officers of the present Provincial Executive Service and Provincial Judicial Service, and (3) the officers at present termed Sub-Deputy Collectors and Sub-Deputy Magistrates.

A. EARLE.

The 27th January 1913,

APPENDIX III.

Officials, Non-officials and Associations in Assam who, at the request of the Royal Commission, furnished written answers to the interrogatories printed on pages v—xxxviii of this volume, but who were not orally examined.

(a) Officials.

- (1) W. L. Scott, Esq., I.C.S., Assistant Commissioner.
- (2) F. C. Henniker, Esq., I.C.S., Officiating Commissioner, Surma Valley.
- (3) J. F. Graham, Esq., I.C.S., District and Sessions Judge, Assam Valley.
- (4) A. R. Edwards, Esq., I.C.S., Deputy Commissioner, Peypur.
- (5) G. C. Kerwood, Esq., I.C.S., Under-Secretary to the Chief Commissioner.
- (6) G. C. Nag, Esq., Extra Assistant Commissioner.
- (7) Lieut.-Col. P. R. T. Gurdon, C.S.I., Commissioner, Assam Valley.

(b) Non-officials.

- (8) B. M. Bhattacharji, Esq., Editor, Surma, Silchar.
- (9) M. M. Lahiri, Esq., Pleader, Gauhati.
- (10) N. R. Dastidar, Esq., Zemindar, Sylhet.
- (11) Raja Prabhat Chandra Barua, Raja of Rajbati.
- (12) B. Barua, Esq., Pleader.

(c) Associations.

- (13) Indian Tea Association, Assam Branch (C. T. Forbes, Esq.).
- (14) Indian Tea Association, Surma Valley Branch (W. T. Cathcart, Esq.).
- (15) Assam Association (M. C. Borooah, Esq.).

APPENDIX IV.

Officials, Non-officials, and Associations in Assam who furnished written answers to the interrogatories printed on pages v—xxxviii of this volume, in response to a notification published in the Assam Gazette, but who were not orally examined.

(a) Officials.

- (1) G. C. Sankey, Esq., I.C.S., Sub-Divisional Officer, Karimganj.
- (2) G. D. Walker, Esq., I.C.S., Sub-Divisional Officer, Golaghat.
- (3) A. Phillipson, Esq., I.C.S., Sub-Divisional Officer, Habiganj.
- (4) S. K. Barua, Esq., Sub-Divisional Officer, Barpeta.
- (5) R. N. Thompson, Esq., Extra Assistant Commissioner, Tezpur.
- (6) Maulvi Abdul Rahim, Extra Assistant Commissioner, Sylhet.

- (7) Maulvi T. Ali, Extra Assistant Commissioner, Nowgong.
- (8) S. C. Dass, Esq., Extra Assistant Commissioner, Karimganj.
- (9) Major A. Wilson, 1—Sth Gurkha Rifles, Shillong.
- (10) Maulvi S. S. Ahmad, Subordinate Civil Service, Nowgong.

(b) Non-officials.

- (11) Mrs. C. Shuldham Shaw, Moheema Tea Estate, Assam.



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Control by High Court suggested, *Radha Nath*
Changerkoti - 25,663-4

Persons exercising magisterial powers, question of
taking away criminal powers if no special training
received, *Radha Nath Changerkoti* - 25,735-7

Procedure re prosecutions, *Kamini Kumar Chanda*
24,646-56

Separation of office from Deputy Commissioners, but
not separate recruitment advised, *Radha Nath*
Changerkoti - 25,661-2, 25,665-6

Magistrates, Deputy, position and pay satisfactory,
Allen - 26,212

Magistrates, District:

One post might be listed, *Panchugopal Mukerjee*
25,865

Two posts as listed posts advocated, *Radhanath*
Phukan - 25,028, 25,103-5

Magistrates, Joint or Assistant, officers appointed to
post of, should be designated as such, *Panchugopal*
Mukerjee - 25,767

Military Officers:

Comparison with civilians, *Reid*, 24,114, 24,299;
Radhanath Phukan, 25,000, 25,099-101; *Allen*,
25,562-6.

Employed in Cachar, *Kamini Kumar Chanda*
24,674-5, 24,677-9

not Employed in Sylhet, *Kamini Kumar Chanda*
24,672-3, 24,676

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Kumar Chanda - 24,537

Number, and none joined since 1896, *Allen* - 25,222

Pay, same as for I.C.S. men advised, *Kamini Kumar*
Chanda - 24,709

RECRUITMENT:

Advised, *Kamini Kumar Chanda*, 24,476, 24,491,
24,532-5, 24,579-82; *Radhanath Phukan*, 24,965,
24,998-9.

not Advised, and reasons, *Reid* - 24,297-9

Continuance not advised with simultaneous exami-
nations, *Radha Nath Changerkoti* - 25,601

System before partition, *Allen* - 25,562

System might be extended to senior police service,
Hadow - 24,773

for Unsettled districts, re-introduction useful,
Hadow - 24,772

Mukerjee, Panchugopal, M.A., B.L., evidence of,
25,747-895

Munsifs:

Alteration of term to "assistant judge," advised,
Kamini Kumar Chanda - 24,518

on Bengal cadre and not in Assam provincial service,
Reid - 24,462-5

Condition of three years' practice in legal profession
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Kamini Kumar Chanda - 24,518

Increase of posts advisable, *Kamini Kumar Chanda*
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sioners with powers of, *Radha Nath Changerkoti*
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N.

Natives of India (see Indians)

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O.

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Examination).

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P.

Panchugopal Mukerjee, M.A., B.L., evidence of,
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Acting allowances, system works well, *Reid* - 24,163

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in Assam with salaries under foreign department
time-scale, *Allen* - 25,252

EXCHANGE COMPENSATION ALLOWANCE:

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of all officers substituted, *Reid* - 24,161-2

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India, the same advised as at present, *Kamini*
Kumar Chanda - 24,708

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 Rates of pay and grading not suitable, *Allen* - 25,249
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 Uniformity for similar work in all provinces advised, but no dissatisfaction in Assam, *Reid* - 24,160
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ADJUSTMENT:
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 Charge allowances for special duties advised, *Reid* 24,201
 Extra posts on higher salary advised, *Panchugopal Mukerjee* - 25,801-3
 Graded system unsatisfactory, *Allen* - 25,309
 Grant of increment should depend on satisfactory discharge of duties, *Panchugopal Mukerjee* - 25,773
 Increments, stoppage for bad work advised, *Reid* 24,201
 Initial, increase recommended, *Kamini Kumar Chanda* - 24,518
 if Increased, retention of listed posts not necessary, *Panchugopal Mukerjee* - 25,888-9
 Last general reorganisation in 1902, *Reid* - 24,198
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TRAVELLING ALLOWANCE:
 All officers should be regarded as first-class officers, *Panchugopal Mukerjee* - 25,891
 Existing rules, improvement suggested, *Reid*, 24,208; *Hadow*, 24,789, 24,795-6; *Radha Nath Changerkoti*, 25,621.

Pay, Subordinate Service:

Initial pay might be better, *Panchugopal Mukerjee* 25,878-9
 Limits, Assam, *Reid* - 24,438

Pensions, I.C.S.:

4 per cent. deduction from pay might be abolished, but not a serious hardship, *Reid* - 24,170
 Details, *Allen* - 25,254
 Decrease advised, *Kamini Kumar Chanda* - 24,776
 Equal annuities, system satisfactory, *Reid* - 24,170
 Improvement should be matter of consideration, *Allen* - 25,254
 Inefficient officers, scale for retirements for physical incapacity might be adopted, *Reid* 24,173, 24,242-5
 Listed Posts (see under Listed Posts).
 Special for certain officers advised, *Reid*, 24,171-2; *Allen*, 25,255-6.

Pensions, P.C.S.:

Inefficient officers, scale for retirements for physical incapacity advised, *Reid* - 24,193, 24,205
 Superannuation system satisfactory, *Reid* - 24,204
 Unsatisfactory, and increase recommended, *Hadow* 24,789, 24,796

Phukan, Radhanath, M.A., B.L., evidence of, 24,962-25,115

Police:

might still be in Charge of Deputy Commissioner, Assam, *Kamini Kumar Chanda* - 24,641-56, 24,686-93
 District Superintendent, abolition of post advised, *Kamini Kumar Chanda* - 24,687-8
 Inspector-General of, local allowance for Assam, *Reid*, 24,142, 24,266-7; *Allen*, 25,239,
 Senior officers, system of recruitment of military officers for posts in I.C.S. cadre might be extended to, *Hadow* - 24,773

Population, equal proportions of Bengalis and Assamese, and question of relative education, *Reid* 24,334-7

Probation, I.C.S.:

Allowance during, essential, and amount, *Reid* 24,121
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COURSE OF STUDY:

Accounts not advocated, *Allen* - 25,232
 Classical Indian languages, omission advised, *Allen* 25,231, 25,347-50
 Compulsory attendance at law courts, and reporting of cases advocated, *Reid*, 24,125, 24,284; *Allen*, 25,232, 25,296.
 Differentiation not necessary for Indians, *Reid*, 24,130; *Kamini Kumar Chanda*, 24,499; *Radha Nath Changerkoti*, 25,606.
 Indian art, history, and sociology, lectures on advised, *Allen* - 25,374, 25,379
 Indian ethnology useful, *Reid* - 24,422-4
 Indian geography advocated, *Reid*, 24,125; *Allen*, 25,232.
 Indian history and languages should be studied, *Kamini Kumar Chanda* - 24,498
 for Indians, longer, and at residential college advised, and everything done to build up individuality and character, *Hadow* - 24,780

Law:

Indian law advocated, *Reid*, 24,125; *Allen*, 25,232.
 Stiff course advised and procedure of courts should be seen, *Hadow* - 24,827
 Theoretically and practically, *Allen* 25,359-64
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 Manners and customs of people, study of, advised, *Allen* - 25,231, 25,353-6, 25,377, 25,468-70
 Oriental languages, in England advocated, *Reid*, 24,129, 24,255; *Allen*, 25,236.
 Political economy advocated, *Reid*, 24,125; *Allen*, 25,232.
 Prescribed in 1891 preferred, *Reid*, 24,124; *Allen*, 25,231.
 Present system approved, *Radha Nath Changerkoti* 25,604

Probation, I.C.S.—continued.

COURSE OF STUDY—continued.
 Stiffer curriculum advised and more specialisation, *Hadow* - 24,826
 Vernaculars should be taught, *Allen* 25,232, 25,350, 25,359, 25,365-6
 Desirable, *Kamini Kumar Chanda*, 24,497; *Hadow*, 24,778; *Radha Nath Changerkoti*, 25,603.
 Differentiation between people of mixed and unmixed descent not advised, *Kamini Kumar Chanda*, 24,507, *Radha Nath Changerkoti*, 24,507, 25,611.
 after Direct recruitment in India, same as for Provincial Service advised, *Kamini Kumar Chanda*, 24,506; *Radha Nath Changerkoti*, 25,611.
IN ENGLAND:
 Advocated, *Reid*, 24,126; *Allen*, 25,233, 25,236; *Kamini Kumar Chanda*, 24,500; *Radha Nath Changerkoti*, 25,606.
 Continuance of present system advised, *Reid*, 24,118; *Allen*, 25,225.
 for Indians advised, *Panchugopal Mukerjee* 25,749, 25,782-6
 Indians recruited in India, at special college in England desirable, *Allen* - 25,237
 Special institution, advised, and details suggested, *Reid*, 24,120; *Allen*, 25,227-9, 25,294-302, 25,304, 25,357-66, 25,374-82, 25,457-9
 at University approved in present circumstances, *Reid* - 24,120

IN INDIA:

Advisable, *Hadow* - 24,782-3, 24,289
 Arrangements by Provincial Government advised, *Radha Nath Changerkoti* - 25,608
 Arrangements by Provincial Governments not advised, *Reid*, 24,128; *Hadow*, 24,289, 24,783; *Allen*, 25,235.
 more Particularly advocated for judicial branch, *Hadow* - 24,831
 Special institution for training, not approved, *Reid*, 24,127; *Allen*, 25,234.
 Teachers, &c., arrangements suggested, *Hadow* 24,830-3
 in India for Europeans and in England for Indians advised, *Hadow* - 24,781
 Officers should select branch on passing, and go through probationary course in India before taking up appointments, *Hadow* - 24,784
 Principle of Lord Macaulay's Committee accepted, *Allen* - 25,230

PERIOD:

Extended term might increase proficiency in law, *Reid* - 24,135
 Extension under present system not advised, but if recruitment under 19 adopted, two years' probation advised, *Allen* - 25,226, 25,425-7
 Less learnt in one year's probation than formerly in two years, deficiencies in knowledge, *Reid* 24,416-9
 Two or three years advocated, *Reid*, 24,101, 24,119, 24,231-2; *Allen*, 25,418, 25,555.
 Two years in England advised, *Kamini Kumar Chanda* - 24,483
 Two years in India advised for Englishmen, *Hadow* 24,779, 24,825, 24,828
 Probationers interested in administration as a rule, *Reid* - 24,420-1
 Special training of successful candidates in open competition, principle accepted, *Reid*, 24,123; *Allen*, 25,230.
 University training not best kind, *Allen* - 25,214

Probation, P.C.S.:

Arrangements not satisfactory, *Hadow* - 24,792
 In England, question of advisability and utility of, *Allen* - 25,212, 25,333-9
 not Less than a year, and practical training system satisfactory, *Reid*, 24,185; *Allen*, 25,262.
 Pay insufficient, *Reid* - 24,178, 24,208

Promotion, I.C.S.:

Better in 1874 than now, *Allen* - 25,249
 Block, *Reid*, 24,141, 24,264-5; *Allen*, 25,238, 25,252, 25,428-31.
 Good at present, *Allen* - 25,309

Promotion, I.C.S.—continued.

of Indians from P.C.S. preferred to separate examination in India, *Hadow* - 24,760
OFFICIATING GRADE:
 Would work well but for unevenness inevitable in small cadre like Assam, *Reid* - 24,164
 Very little, *Allen* - 25,252
 from P.C.S. to I.C.S. instead of to listed posts, no strong objection, *Reid* - 24,262
 Quinquennial examinations, does not go far enough, and prospects of senior officers might be examined, *Reid* - 24,152
 to Second grade, prospects, *Allen* - 25,578-81
 Selection of officers for higher appointments, system satisfactory, *Reid* - 24,154
 Slowness, dissatisfaction re, *Reid* - 24,159, 24,165, 24,292-4
 Subordinate judges to district judges earlier, advised, *Kamini Kumar Chanda* - 24,476, 24,480, 24,518
Promotion, P.C.S.:
 to Grades of Rs. 600 and above by selection according to merit advocated, *Panchugopal Mukerjee* 25,773
 Graded system works unevenly and time-scale might be better, *Allen* - 25,212
 in Higher grades, bad, *Reid* - 24,455-60
 Increase, of higher paid posts recommended, *Allen* 25,212, 25,574
 to I.C.S., instead of listed posts, questions of, *Allen* 25,333-43

OFFICIATING GRADE:

Lack of, not satisfactory, and introduction advised, *Panchugopal Mukerjee* - 25,771, 25,797-9
 should be Made in same way as in Indian Civil Service, *Radhanath Phukan* - 24,975
 Question would not arise if time-scale adopted, *Reid* - 24,200
 Proportion promoted from subordinate service, *Radhanath Phukan* - 25,086
 Prospects good, but none for some time in first grade, *Allen* - 25,575-6
 less Rapid than formerly, *Radhanath Phukan* 24,974
 Satisfactory at present to interests of individual officers and of administration, *Panchugopal Mukerjee* 25,764
 to Second grade, improvement under consideration, *Reid* - 24,457-60
 by Selection, for grades of Rs. 500 and upwards, advised, *Radhanath Phukan*, 24,977, 25,038-45; *Panchugopal Mukerjee*, 25,763.
 Selection for appointments to higher grades, *Reid*, 24,192; *Allen*, 25,267.

BY SENIORITY:

Advised, to Rs. 400, *Radhanath Phukan* 25,038-45
 Advised, to Rs. 500 grade, *Panchugopal Mukerjee* 25,763
 Usually, and discontent caused by departure from rule, *Radhanath Phukan* - 24,972
 Usually, but unsuitable men passed over, and no serious dissatisfaction, *Allen* - 25,346

Promotion, Subordinate C.S., from grade to grade, *Reid* 24,441

Provident Fund:

European and Anglo-Indian officers of P.C.S. required by rule to subscribe to, *Allen* - 25,271
 Subscriptions by members of Provincial Civil Service, *Reid* - 24,206
 Sufficient, *Panchugopal Mukerjee* - 25,807, 25,815-6

Provincial Civil Service:

Abolition, question of, if recruitment in England ceases and one service instituted, *Kamini Kumar Chanda* - 24,601-4
 Additional posts held by Anglo-Indians, question of position, &c., *Radhanath Phukan* - 25,020-5
 Amalgamation with I.C.S. (see under Indian Civil Service).

AMALGAMATION WITH SUBORDINATE SERVICE:

Advised, *Kamini Kumar Chanda*, 24,558-61, 24,591-3; *Radhanath Phukan*, 24,978, 25,006-11; *Allen*, 25,316-25; *Radha Nath Changerkoti*, 25,623, 25,681.

Provincial Civil Service—continued.

AMALGAMATION WITH SUBORDINATE SERVICE—continued.

Arrangements re pay would add to expenses but improve service, *Radhanath Phukan* 25,009-11
Effect of beginning at lower salary, *Allen* 25,446-51
no Marked difference in candidates for two services, *Allen* 25,446
no Objections, *Reid* 24,367-8, 24,442
might be tried experimentally, *Panchugopal Mukerjee* 25,877, 25,880-1

CADRE:

Insufficient before 1912, *Panchugopal Mukerjee* 25,872-6
Insufficient, *Hadow*, 24,793, 24,820-1, 24,940-4; *Radha Nath Changerkoti*, 25,617.
Statement of strength in 1890, 1900, and 1912, *Reid* 24,198
Class of men unsatisfactory, *Hadow* 24,961
Classes of officers and appointments, no change advised, *Reid*, 24,187; *Panchugopal Mukerjee*, 25,761.
Composition of, and distribution of members, *Radhanath Phukan* 24,971

DESIGNATION:

not Approved and "Uncovenanted service" better, *Kamini Kumar Chanda* 24,516
"Provincial" not liked as applied to P.C.S. judicial branch 104
Satisfactory, *Reid*, 24,196; *Panchugopal Mukerjee*, 25,768.
Dissatisfaction at prospects on account of slow promotion and inequalities, *Radhanath Phukan* 25,014-6
Effect of reduction of listed posts, *Allen* 25,533-7

EUROPEANS:

Introduction of Europeans of integrity, or carefully selected men of mixed descent, advised, *Hadow* 24,776, 24,789, 24,946, 24,945-6
Particulars, *Hadow*, 24,947-59; *Radhanath Phukan*, 25,089-91; *Allen*, 25,452-5, 25,544-7.
Too many additional posts reserved for, *Radhanath Phukan* 24,971, 25,055, 25,087-8
European methods, question of acquisition of, *Allen* 25,335-9
Existing organisation satisfactory, *Radha Nath Changerkoti* 25,622
Higher grades, number of posts should be increased, *Kamini Kumar Chanda*, 24,518; *Radhanath Phukan*, 24,974; *Panchugopal Mukerjee*, 25,801-3.
Improvement necessary, *Radhanath Phukan*, 24,974, 25,011, 25,054-5, 25,096; *Allen*, 25,212.
Insufficient number of Assamese, but rising, *Radhanath Phukan* 24,971, 25,060-1
Last general reorganisation in 1902, *Reid* 24,198
Legal knowledge necessary to enter, question of, *Panchugopal Mukerjee* 25,839-43
Note by Chief Commissioner of Assam - p. 103
Officers, prestige not same as in Indian Civil Service, and effect on, of occupying subordinate posts too long, *Allen* 25,340-2
Pensions (see that title).
Prospects not satisfactory, *Radha Nath Changerkoti* 25,744-6
almost Same class as in subordinate service, *Panchugopal Mukerjee* 25,883
Statement of salaries and number of posts correct, *Reid*, 24,179; *Allen*, 25,257; *Panchugopal Mukerjee*, 25,755.
SUB-DIVISIONS:
Appointment of Indian Provincial Officers to, advocated, *Radhanath Phukan* 25,106-11
Indian once appointed temporarily, *Radhanath Phukan* 25,093-4

Q.

Quarters for Officers, Government should undertake constructions of, *Panchugopal Mukerjee* 25,779, 25,812-4

R.

Race distribution, *Radhanath Phukan* 25,005, 25,067-75

Races, representation of (see under Class representation under Recruitment).

Radha Nath Changerkoti, evidence of 25,582-746

Radhanath Phukan, M.A., B.L., evidence of 24,962-5115

Recruitment, I.C.S.:

gradual Abolition of present system, and substitution of system of recruitment in India advised, *Kamini Kumar Chanda* 24,476, 24,525-8

AGE OF ARRIVAL IN INDIA:

21½ advised, *Allen* 25,214-5, 25,304-8
22 advocated, *Reid*, 24,104, 24,232-4; *Hadow*, 24,767.
24, after two years' probation in England, *Kamini Kumar Chanda* 24,483
Too high, *Allen* 25,214

Annual indent, principles for regulation of, *Reid*, 24,153; *Allen*, 25,246.

Class of men, opinions re, *Reid*, 24,103; *Allen*, 25,422-4, 25,456-63.

CLASS REPRESENTATION:

Advised, *Reid* 24,216-20, 24,295-6, 24,339-47
not Important and not advised, *Kamini Kumar Chanda* 24,513, 24,556-7, 24,745-6
not Possible for higher appointments, *Radha Nath Changerkoti* 25,589

Common examination objectionable as Bengali or Madras might be posted to Assam, *Reid* 24,411-4
Differentiation for Indians not advocated, *Reid* 24,091

Drawbacks of present system, and points to be aimed at - p. 97
Effect on, of increasing income possible in professions if pay of Indian Civil Service reduced, no apprehensions, *Kamini Kumar Chanda* 24,734-7

Existing arrangement cannot be permanently satisfactory, *Kamini Kumar Chanda* 24,476

Fact of passing competitive examination not sufficient claim to appointment, *Allen* 25,490

for Higher Service, selection of men from P.C.S. preferred to examination for Indians in India, *Reid* 24,263

IN INDIA:

not Advised, *Kamini Kumar Chanda*, 24,479; *Hadow*, 24,761.
should be Supplementary to present system of promotion to listed posts, *Reid*, 24,098; *Hadow*, 24,763.

System not advised, but if adopted, Natives of India should not be eligible for appointment in England, *Reid*, 24,097; *Hadow*, 24,762; *Allen*, 25,211, 25,388-9.

OF INDIANS:

Careful selection from races of character and tradition, &c., advised, *Hadow* 24,760, 24,812-4, 29,850-72, 29,911-32

Difficulty on account of race troubles, *Reid* 24,386-90

Employment of, and admission to higher posts advised to greater extent, and greater facilities for entrance advised, *Kamini Kumar Chanda* 24,476, 24,521, and p. 98

Greater facilities for entering higher service not advised, question of, *Reid* 24,258-9, 24,271, 24,330, 24,337

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Larger employment, no reason for, *Reid* 24,271-2

Nomination and examination proposed, and details, p. 97-8; *Reid*, 24,096.

Partly in India, and partly by open competitive examination in England, satisfactory, *Kamini Kumar Chanda* 24,489

Posts suitable for, *Allen* 25,210, 25,510-31

Present system unsatisfactory, and right men not appointed, *Hadow*, 24,771, 24,812-4; *Radha Nath Changerkoti*, 25,599.

Recruitment, I.C.S.—continued.

OF INDIANS—continued.

only from Races having ability to pass examinations, objections to, and particulars, *Hadow* 24,850-72

Restrictions to residents in Assam:

Advised, *Allen* 25,209, 25,285
Employment of non-residents approved, *Radha Nath Changerkoti* 25,708-9
Objections, *Reid* 23,383, 24,408, 24,412-3
by Selection, another class advised not smaller number, *Hadow* 24,834-7
likely to be Small for some time, *Hadow* 24,760
Judicial Branch (see that title).

of Military officers (see that title).

Nomination not advised, *Reid* 24,212
Nomination of Europeans suggested - p. 99

Nomination and examination, attractive and reasons, but difficulties great and present system preferred, *Reid* 24,093, 24,095-6, 24,250

Number of superior posts suitable for Indians in each province might be determined and a less number reserved and reasons, but no fixed number, *Allen* 25,210, 25,285-7, 25,549

Physically unsuitable men should be weeded out, *Allen* 25,471-94

from P.C.S., suggestion for picking suitable men, and training them at central institution, possible, *Allen* 25,333-43

Rules satisfactory, *Radha Nath Changerkoti* 25,613

Scholarship scheme (see that title).

Selection, schemes, *Hadow*, 24,755-6, 24,884-93; *Allen*, 25,206, 25,208, 25,274-84, 25,330-2, 25,495-9.

Separate, of Indians in India and Europeans in England, advised, *Allen* 25,274

Separate examination (see that title).

Simultaneous examination (see that title).

System of listed posts plus open competition sufficient, *Reid* 24,332

Recruitment P.C.S.:

Annual rate, 24,191, 24,360, 24,445; *Allen*, 25,326-9.
Appointments to posts carrying more than Rs. 400 by selection, and no change advised under time-scale, *Allen* 25,312, 25,314-5

Average age of entry, and question of reducing age, *Allen* 25,333-4

CLASS REPRESENTATION:

Advisable, *Radhanath Phukan*, 24,970; *Allen*, 25,210.

All classes and communities fairly represented, and desirability of, *Reid*, 24,184, 24,339-47, 24,450-52; *Allen*, 25,261; *Radha Nath Changerkoti*, 25,615.

Desirable if efficiency can be secured, *Panchugopal Mukerjee* 25,758, 25,793-6

not Necessary and not approved, *Hadow*, 24,791; *Radha Nath Changerkoti*, 25,655, 25,695-6, 25,712-3.

Question of, *Panchugopal Mukerjee* 24,848-50

Competitive examination, re-establishment recommended, *Kamini Kumar Chanda* 24,618-21

CONDITIONS:

Satisfactory on the whole, but substitution of Rs. 600 for Rs. 500 grade advocated, *Panchugopal Mukerjee* 25,753

Suitable, *Reid*, 24,177; *Hadow*, 24,789, 24,796; *Radhanath Phukan*, 24,968; *Radha Nath Changerkoti*, 25,612.

Direct appointment of outsiders to higher grades, not advisable, *Radhanath Phukan*, 24,967, 25,004, 25,017-8, 25,112-5; *Panchugopal Mukerjee*, 25,753.

Direct chiefly, and from Subordinate Service if vacancy in higher cadre, *Reid* 24,361-3, 24,445

Examination not competitive, only qualifying, advised, *Panchugopal Mukerjee* 25,849-50

Graduates only, *Allen* 25,324

in Hands of Chief Commissioner, no rules, but unqualified man never appointed - *Reid* 24,461

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Recruitment, P.C.S.—continued.

no Natural-born subjects of His Majesty other than "Natives of India" recruited, *Reid*, 24,181; *Allen*, 25,259.

BY NOMINATION:

Approved, *Radhanath Phukan* 25,056-9, 25,062-4

no Change advocated, *Radhanath Phukan* 24,969

Combined with examination advocated, and details, *Panchugopal Mukerjee* 25,756, 25,820, 25,829-36, 25,845-50

Influence not necessary, and procedure, *Radhanath Phukan* 25,076-84

not Likely to degenerate into favouritism, and successful so far, *Panchugopal Mukerjee* 25,826-8

Looked upon as inferior test, and as promotion by favouritism, and competitive examination preferred, *Kamini Kumar Chanda* 24,511, 24,632-9

Necessary, *Reid* 24,182, 24,452

no Objection to present system, but competition better, *Radha Nath Changerkoti* 25,743

Scholarship holders, failing in Indian Civil Service examination, should be eligible for, and by nomination, *Radhanath Phukan* 24,995-7

Unsatisfactory, and competitive examination preferred, *Kamini Kumar Chanda* 24,511

by Nomination, and only graduates, and procedure, *Reid* 24,425-8

BY OPEN COMPETITION:

Advised, *Kamini Kumar Chanda* 24,510

partly Advised, *Radha Nath Changerkoti* 25,612, 25,653-4, 25,656, 25,738-43

Question of certificate of respectability, and case unknown of failure through lack of, *Kamini Kumar Chanda* 24,511, 24,622-31

RESTRICTION TO RESIDENTS:

Advised, *Reid*, 24,183; *Radhanath Phukan*, 24,970; *Allen*, 25,260.

Advised if standard of efficiency reached, *Kamini Kumar Chanda*, 24,512; *Hadow*, 24,790; *Panchugopal Mukerjee*, 25,757.

Desirable, but length of residence as qualification might be increased, *Radha Nath Changerkoti* 25,612

(see also under Residents below.)

RULES:

Suitable, but modification advised, *Panchugopal Mukerjee* 25,754

Suitable with exception of pay for probationers, *Reid* 24,178

from Same class as Subordinate Civil Service, but best taken for P.C.S. and occasional unfairness, *Reid* 24,364-5, 24,444

by Selection, and not by competitive examination, *Reid*, 24,180; *Radhanath Phukan*, 25,085; *Allen*, 25,258; *Panchugopal Mukerjee*, 25,756.

Selection before examination advocated, and question of test of character, *Panchugopal Mukerjee* 25,829-36

System of pure nomination only possible one for Assam, *Reid* 24,182

Recruitment, Subordinate Service:

Graduates, *Allen* 25,325

by Nomination and selection, and usually graduates taken direct, *Panchugopal Mukerjee* 25,884-6

from Same class as Provincial Service, *Reid* 24,364-6, 24,444

Reid, William James, evidence of 24,088-24,472

Reservation of Appointments to I.C.S. (see under Statutory Regulations).

Residences (see Quarters).

Residents (in Assam):

Explanations of term, *Allen* 25,567-70

Number in service, approximate, *Allen* 25,571

Non-residents, number in service, *Reid*, 24,183; *Allen*, 25,260.

(see also Restriction to Residents under Recruitment, P.C.S.)

Retirement, I.C.S.:

55 late enough, *Allen* 25,214, 25,366

COMPULSORY IN CASE OF INEFFICIENT OFFICERS:
Advised - p. 102
Proposals of Government of India satisfactory, *Reid* 24,154, 24,173, 24,242-5

Retirement, P.C.S., compulsory, of inefficient officers advised, *Reid*, 24,193; *Panchugopal Mukerjee*, 25,764.

Revenue work, heavy, and consequent interruptions in judicial work, *Hadow* - - - - - 24,823

Riots (see Disturbances and Riots).

S.

Salary (see Pay).

Sanskrit in Syllabus of Civil Service examination (see under Syllabus under Indian Civil Service Examination).

Scholarships to Natives of India:

Advised, and details re scheme and effect, *Radhanath Phukan*, 24,962, 24,985-97, 25,046-53, 25,065; *Radha Nath Changerkoti*, 25,587, 25,635-9.

Question of distribution, &c., and effect on recruitment of Indians, *Radhanath Phukan* - 25,034-85

Secretaries:

Chief, local allowance for Assam, *Reid* 24,142, 24,266-7

UNDER:

to Chief Commissioner, appointments of Indian to Civil Service posts, *Reid* - - - - - 24,116

Number, pay, grading and statistics, 1880, 1912 24,157

One post of, as listed post advocated, *Radhanath Phukan*, 25,028; *Panchugopal Mukerjee*, 25,865.

Secretariat, reputation gained in, question of value, *Reid* - - - - - 24,432-5

Separate examinations:

Advocated failing simultaneous one, and limitation of number of Indians, *Panchugopal Mukerjee* 25,750, 25,787-8

not Advocated and reasons, *Reid*, 24,213-5, 24,221, 24,275, 24,319-20; *Kamini Kumar Chanda*, 24,478; *Hadow*, 24,760; *Radhanath Phukan*, 24,963.

Age advised and training - - - - - p. 99
for Each province, *Reid*, 24,222, 24,371, 24,409-10, 24,413-4; *Allen*, 25,288.

London examination should still be open to Indians, *Reid* - - - - - 24,321-9, 24,370-3

Men recruited in India would be regarded as inferior, *Reid* - - - - - 24,095

One for whole of India advocated, *Radhanath Phukan*, 24,963; *Panchugopal Mukerjee* 25,851-9

People of Assam would benefit with others, *Reid* 24,333

Promotion of Indians from P.C.S. preferred to, *Hadow* - - - - - 24,760

Subjects suggested - - - - - p. 99

Simultaneous examination:

Admission of Indians likely to be small for some time even with, *Kamini Kumar Chanda* - 24,488

Advocated, *Kamini Kumar Chanda*, 24,476-7, 24,531; *Radha Nath Changerkoti*, 25,587, 25,628, 25,633-4; *Panchugopal Mukerjee*, 25,749, 25,781-6.

not Advocated, *Reid*, 24,094; *Hadow*, 24,759; *Radhanath Phukan*, 24,925, 24,962; *Allen*, 25,209.

might Decrease number of Indians at first, *Panchugopal Mukerjee* - - - - - 25,824-5

Examination papers, difficulty of preserving secrecy, *Hadow* - - - - - 24,759, 24,809-11, 24,900-10

Examinations at both centres should be open to all, *Radha Nath Changerkoti* - - - - - 25,590

will Improve prospects of Assamese, *Radha Nath Changerkoti* - - - - - 25,701-7

Intellectual Indians at present kept out would be secured by, *Radha Nath Changerkoti* - 25,632-4

Lack of European training only objected to, and scholarships as alternative suggested, *Radhanath Phukan* - - - - - 24,984, 25,047

no Limit to introduction of Indians through, suggested, *Radha Nath Changerkoti* - - - - - 25,629

Listed posts might be abolished, *Panchugopal Mukerjee* - - - - - 25,751

Members of I.C.S. recruited under competitive system should have equal status and privileges, and question of listed posts should be considered apart for I.C.S., *Radha Nath Changerkoti* - 25,591

Simultaneous examination—continued.

Revival of system of appointment of statutory civilians or of recruitment of military officers not advised with, *Radha Nath Changerkoti* 25,600-1, 25,719

Solicitors, regulations permitting appearance of, in mufassal courts, *Hadow* - - - - - 24,849

Statutory Civilians:

Appointment by nomination and subsequently by open competition, Bengal, *Kamini Kumar Chanda* 24,400, 24,694-702

REVIVAL OF SYSTEM:

Recommended, *Kamini Kumar Chanda* 24,490, 24,694-702

not Recommended, *Radha Nath Changerkoti* 25,600, 25,719

Temporary revival advised, *Kamini Kumar Chanda* 24,476

Statutory Regulations:

PROPORTION OF POSTS FOR NATIVES OF INDIA:

Question of fixing for each province, *Allen* - 25,210
Varies from province to province, *Reid*, 24,110; *Allen*, 25,210.

RESERVATION OF CERTAIN POSTS:

Advised, *Radha Nath Changerkoti* - - - 25,597

not Advised, *Kamini Kumar Chanda* - - - 24,487

Continuance of system advocated, *Reid*, 24,109; *Hadow*, 24,769; *Allen*, 25,218

Sub-deputy Collectors:

Pay and travelling allowance, on probation, not sufficient, *Reid* - - - - - 24,446-8

Promotion to superior cadre only when vacancy occurs, *Reid* - - - - - 24,445

Subordinate Civil Service:

Abolition of, and promotion of members to Provincial Service advised, *Radhanath Phukan* 24,978, 25,006-11

Amalgamation with Provincial Service (see under Provincial Civil Service).

Discontent, reasons for, *Radhanath Phukan*, 25,014-6; *Panchugopal Mukerjee*, 25,882.

Duties of, *Allen* - - - - - 25,318-23

Pay in judicial branch, increase necessary, *Radha Nath Changerkoti* - - - - - 25,678-80

Prospects should be improved, *Reid* - - - 24,449

Question of abolition, after recruitment in England ceases, *Kamini Kumar Chanda* - - - 24,594-5

almost Same class of men as in P.C.S., *Panchugopal Mukerjee* - - - - - 25,883

Superior posts (see under Conditions of Service).

Survey and Settlement Work, share of appointments specially sanctioned for, given to Assam, *Allen* 25,263

Sylhet:

Deputy Commissioner of, heaviest district charge in province, and cannot be filled by military officer, *Reid* - - - - - 24,114

Permanent settlement, and consequent lower taxation and distribution of races, *Radhanath Phukan* 25,005, 25,067-75

T.

Taxation, Assamese pay more heavily than Bengalis, and reason, *Radhanath Phukan* - 24,971, 25,005, 25,066-75

Tea planters, question of appointment of Indians to subdivisions containing, *Radhanath Phukan*, 24,974, 25,093-6; *Allen*, 25,510-31, 25,544-7; *Radha Nath Changerkoti*, 25,687-94.

Time Scales (see under Pay).

Tipperah, area, &c., *Kamini Kumar Chanda* 25,155-7

Training, I.C.S.:

Differentiation between persons of mixed and unmixed descent not advised, *Reid*, 24,138; *Kamini Kumar Chanda*, 24,507; *Radha Nath Changerkoti*, 25,611.

Training, I.C.S.—continued.

DISTRICT WORK:

possibly Easier for private individual to obtain knowledge of people, *Hadow* - - - 24,881-2

Essential, and with district officer best, *Hadow* 24,874, 24,876-80

IN ENGLAND FOR INDIANS:

Advised, *Radha Nath Changerkoti* - - - 25,650-1

Necessary, *Radhanath Phukan* - - - 24,962, 24,982, 25,097-8

Question of necessity, *Kamini Kumar Chanda* 24,574-8

Indian candidates might join volunteer corps to learn discipline, *Kamini Kumar Chanda* 24,505-6, 24,547-9

for Judicial Branch (see under Judicial Branch).

LAW:

Practical training necessary, under barrister in large practice or in solicitor's office, *Hadow* 24,786

Sufficient in some cases, *Radhanath Phukan* 25,001

Indian languages, standard high in Assam, *Reid* 24,133

in India, College not advised, no further college training necessary, *Radha Nath Changerkoti* 25,607, 25,699

Present system satisfactory - - - - - p. 99

AFTER TAKING UP APPOINTMENT:

Arrangements re posting, living, &c., *Reid* 24,391-6

if Civil training not given, district officers should be relieved of civil judicial work and posts of subordinate judges created and thrown open to members of Provincial Executive Service, *Radhanath Phukan* - - - - - 24,966

Course, *Reid* - - - - - 24,256-7

Departmental examinations, change not recommended, *Reid* - - - - - 24,132

Differentiation for Indians not advised, *Reid*, 24,137; *Kamini Kumar Chanda*, 24,505; *Radha Nath Changerkoti*, 25,610.

Junior civilians should exercise powers of munsifs before appointment to charge of districts, *Radhanath Phukan* - - - - - 24,966

Training, I.C.S.—continued.

AFTER TAKING UP APPOINTMENT—continued.

Present arrangements satisfactory, *Reid*, 24,131, 24,391-6; *Radha Nath Changerkoti*, 25,699-700.

in Subordinate or inferior appointments before discharging duties of higher ones, system accepted, *Reid* - - - - - 24,139

under Supervision of specially selected collector best, and usually done, *Allen* 25,234-5, 25,463-4

for Two years, and then in charge of sub-divisions, *Allen* - - - - - 25,214, 25,418

Wide powers should not be entrusted to officers too soon after arrival, *Reid* - - - - - 24,101

Training, P.C.S.:

Arrangements not satisfactory, *Hadow* - - - 24,792

Departmental examinations, existing system satisfactory, *Reid*, 24,186; *Panchugopal Mukerjee*, 25,760.

for Officers under training, annual recruitment of two probationers, as reserve, *Reid*, 24,190; *Allen*, 25,265.

Practical, during probation, system satisfactory, *Reid* - - - - - 24,185

in Revenue departments under personal supervision of district officers and Provincial Service officers, care necessary, *Panchugopal Mukerjee* - 25,759

present System satisfactory, *Panchugopal Mukerjee*, 25,758, 25,870; *Radha Nath Changerkoti*, 25,616.

Travelling allowances (see under Pay).

Treasury work, heavy, and interruption of judicial work by, *Hadow* - - - - - 24,823

V.

Vernaculars, knowledge of:

Deterioration and causes, *Reid*, 24,384; *Kamini Kumar Chanda*, 24,501; *Radha Nath Changerkoti*, 25,609.

no Deterioration, but disadvantage of Hindustani compared with Bengali, and longer probation in England desirable, *Reid* - - - - - 24,133

Volunteer corps, none in Assam, *Kamini Kumar Chanda* - - - - - 24,547

